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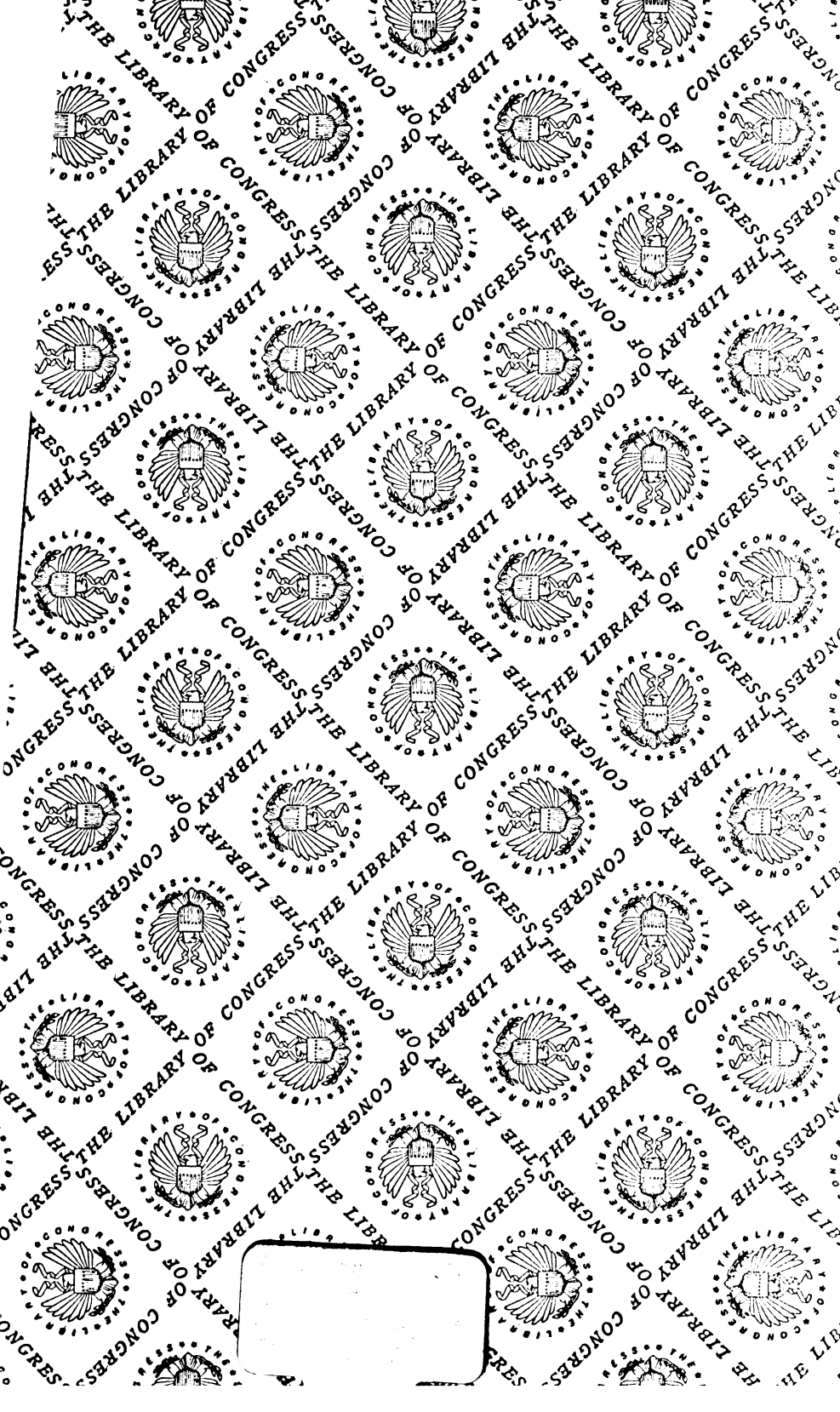
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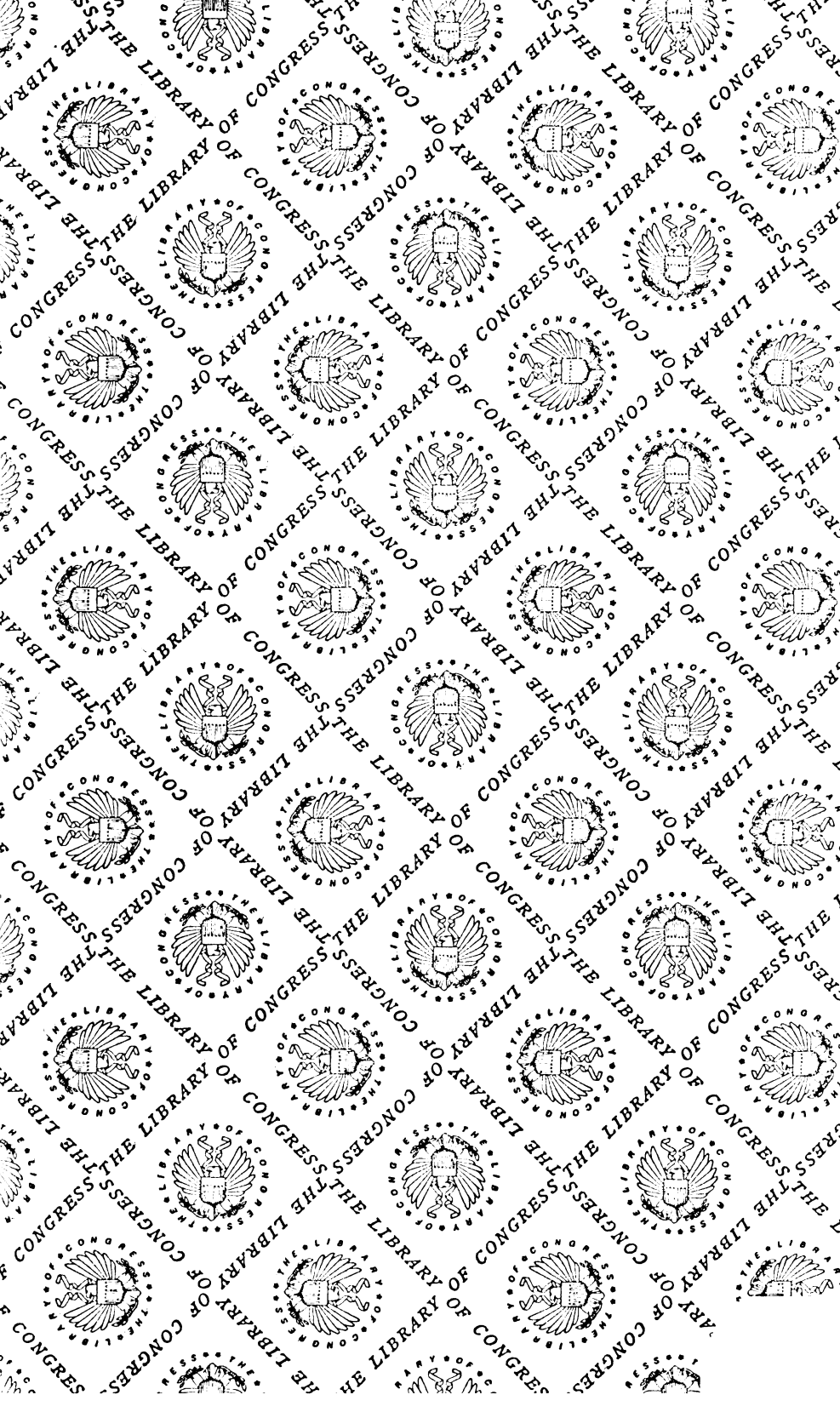
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2d Session. }

SENATE.

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INFORMAL HEARING ON JANUARY 9, 1897,

BEFORE THE

U. S. Congress. Senate.

COMMITTEE ON THE CENSUS

OF THE

UNITED STATES SENATE

IN REFERENCE TO

THE TWELFTH CENSUS AND A PERMANENT CENSUS SERVICE,

WITH COPIES OF THE THREE DIFFERENT BILLS
PENDING BEFORE CONGRESS.

JANUARY 18, 1897.—Presented by Mr. CHANDLER, from the
Committee on the Census, and ordered to be printed.

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INFORMAL HEARING BEFORE THE COMMITTEE ON THE CENSUS OF
THE UNITED STATES SENATE AND MEMBERS OF THE COMMITTEES
ON APPROPRIATIONS OF THE SENATE AND HOUSE OF REPRESENTA-
TIVES, IN REFERENCE TO THE TWELFTH CENSUS AND A PERMANENT
CENSUS SERVICE.

WASHINGTON, D. C., *January 9, 1897.*

The committee met at 11 o'clock a. m.

Present: Senators CHANDLER (chairman), HALE, CULLOM, and BERRY; Senators PERKINS, COCKRELL, and FAULKNER, of the Committee on Appropriations of the Senate, and Representatives CANNON and SAYERS, of the Committee on Appropriations of the House of Representatives.

STATEMENT OF CARROLL D. WRIGHT.

The CHAIRMAN. Colonel Wright has been asked to come here this morning to speak upon four points upon which the committee seemed to need light. The first is the need of legislation at this session for the Twelfth Census; second, the desirability of a permanent census office; third, the reduction of the scope of the census work, and, fourth, the consequent reduction of expenses.

There are now upon the table of the committee the volumes constituting the censuses of 1880 and 1890, so that we can see exactly the number of volumes and the number of cubic feet which they aggregate. Colonel Wright, go on in your own way informally to make your statement.

Mr. WRIGHT. Mr. Chairman and gentlemen, I shall be very glad to speak on the question of the next census and of a permanent census service, and I will follow the lines which the chairman has already indicated.

First, as to the need of legislation at this session of Congress, I will state that General Walker, who was Superintendent of the Ninth and Tenth Censuses, in the course of an address in this city on the 31st of December, his last public appearance, made some very significant allusions to the cost of statistics, which are thoroughly pertinent to the first point in our discussion this morning.

He said the United States Government has spent millions of dollars, probably tens of millions, and perhaps a hundred millions in all, for the collection and publication of statistical matter, but has never spent one cent in training men for the work, or in preparation for it; that the Government supports a naval academy for the equipment of men who

shall serve in the Navy, a military academy for the training and equipment of men who shall serve in the Army, but never has spent any money or maintained any institution for the training of men who have the expenditure of tens of millions of dollars in the collection of statistics.

I do not know of a more forcible statement relating to this very topic than that of General Walker. The last census cost \$11,500,000 in round numbers, and the cost was very largely due to the lack of preparation both by Congress and by the Superintendent of the Census, but neither Congress nor the census officials can in any legitimate sense be the subject of criticism in this matter, for the simple reason that it has been nobody's affair whether or not legislation was begun at the proper time. Congress, with its shifting committees, of course can not keep track of current matters like that, and no Superintendent of the Census being in existence, there was no officer whose particular business it was to call the attention of Congress to census affairs.

The last three censuses have suffered from this very state of affairs, and I will briefly recapitulate the history of the legislation for the Ninth, Tenth, and Eleventh Censuses. There have been in all during the history of the Government three fundamental census acts. The first six censuses were taken under the act of March 1, 1790. You will notice that in the very first census the legislative proceedings were not enacted into law until March 1, 1790, although the enumeration in the country, then having no railroad and telegraph facilities, was to be made in August following. The act was very brief and very simple in its provisions.

The Seventh, Eighth, and Ninth Censuses were taken under the act of May 23, 1850, but with some modifications at each census period. The law, however, as to general scope and principles remained the same. The act of 1850 went more into detail, marking thereby a departure in census taking in this country, and the censuses taken under that act really marked an epoch in census taking, for they have been more complete; and it is to them that we have been obliged to go in the last two censuses for comparisons. There was great expansion of the inquiries, but under the law the attempts to secure industrial statistics, or those relating to the products of the country, were not entirely satisfactory. Prior to the census of 1850 all attempts to secure industrial statistics had been practically failures.

The Tenth and Eleventh Censuses were taken substantially according to the provisions of the act of March 3, 1879, which was a radical departure from any previous legislation, and the census of 1880, under the superintendency of General Walker, was greatly expanded in its comprehensiveness, making practically what is known as an encyclopedic census.

It is significant that all the acts have been passed just previous to the enumeration, and in hardly any instance has sufficient time for proper preparation been given. The remote censuses need not be considered, but beginning with the Ninth Census, that of 1870, we find sufficient tardiness in legislation to account for many things which have been the subject of the severest criticism, which criticism as a rule, falls upon the head of the superintendent.

March 24, 1869—not until 1869, although the census was to be taken in 1870—Mr. Garfield introduced a bill to provide for taking the Ninth and subsequent censuses. It was a measure intended to make improvements indicated by previous experience. That bill passed the House of Representatives April 6, 1869, but was defeated in the Senate by a

Massachusetts Senator. So the Ninth Census was taken under the law substantially as passed in 1850, but the pendency of legislation delayed all action on the part of the proper officers of the Government for the vast preparations necessary for the enumeration of 1870. It was only at a very late day that the superintendent could make any preparations whatever.

The legislation for the Tenth Census, that of 1880, was initiated May 20, 1878, by the introduction of a bill by Mr. Garfield, but nothing came of that effort. January 7, 1879, only a little more than a year prior to the enumeration of 1880, Mr. Cox, of New York, introduced a bill for taking the Tenth Census. A substitute for that bill was reported during the same month by Mr. Cox from the Select Committee on the Census, and on the same day Senator Morrill of the Senate Committee on the Tenth Census reported the same bill in the Senate. This bill, substantially as reported, became a law March 3, 1879, and the census of 1880 was taken in accordance with its provisions. Important amendments, without which the Tenth Census could not have been taken properly, were made, however, in an act approved as late as April 20, 1880, just prior to the enumeration, while the main appropriations for that census were not made until the passage of a bill June 16, 1880, two weeks subsequent to the commencement of the actual enumeration.

General Walker labored under all these disadvantages in taking the Tenth Census, and everything had to be rushed in order to get the material into the hands of the supervisors and enumerators. I was supervisor for the State of Massachusetts. Many appointments of enumerators were not made until after the date for beginning the work, and the instructions and necessary blanks in many instances also were not put into their hands until after the date of enumeration.

The legislation providing for the Eleventh Census, that of 1890, was started on its course as early as January 4, 1888, when Mr. Cox introduced a bill for taking the Eleventh and subsequent censuses. The bill embodied some new features of census taking, and undertook the correction of some of the faults of previous legislation, but for scope, system, and methods it was substantially the act of March 3, 1879. Mr. Cox's bill with some amendments passed the House of Representatives July 11, 1888, at an evening session.

The bill had been before the House six months. I have been informed that the Committee on Census of the House of Representatives never had a session to consider the bill in full, and at the time of its passage one exceedingly hot night—I was in the House that evening—there were but 27 members of the House present. It was received in the Senate July 13, 1888, toward the close of the long session, too late for action, so that it did not become a law until March 1, 1889, a little more than a year before the enumeration of 1890 was to begin. In addition to this, legislation making provision on the population schedule for certain inquiries concerning the ownership of homes and farms was not approved until February 22, 1890, barely three months before the enumerators commenced their work, and of course the Superintendent could not perfect his schedules or make any final preparation for the enumeration of 1890. It was not the fault of any census committee either of the House or of the Senate, but was the result of a bill brought in the House by somebody—I do not remember by whom—adding this particular inquiry to the census schedules. The census bill itself had provided for ascertaining the recorded indebtedness on farms and homes (and there are gentlemen present from the Senate who will remember how hard they worked here for three days to perfect the bill

which Mr. Cox had introduced), and had not the subsequent legislation taken place, the Eleventh Census would have had legislation in fairly good time.

These are the points relating to the legislation for the Ninth, Tenth, and Eleventh Censuses. It is now January, 1897. Should no legislation take place at the present session the matter would have to be postponed either to an extra session, provided one is called, or to the long session of the Fifty-fifth Congress, and it would be unreasonable to expect that a bill which would then be brought in, and which must of necessity at that time provide for all the details of the Twelfth Census, could become law before the usual time, February or March, 1899. A brief bill could be made available sometime in 1898, but even that is too late for the best preparation.

The Superintendent of the Census is entitled to three years at least in which to prepare for the greatest piece of work which our Government carries on, the Federal census—I mean the greatest single piece of work—and the expenditure of such vast sums as are needed in the carrying out of the census.

The preparation consists, in the first place, of formulating the general plan of the work and in providing all the necessary blanks, but before this can be done, the Superintendent should be able to know by an organic act just what preparations he is to make. He should not be left to the haphazard suggestions of everyone who may come to his office. Laws should tie him so that he can say, "I am working entirely within the law," and yet the law should not tie him so that he can not make the broadest preparations under the organic act.

Senator HALE. What preparations can he make before such a law is passed?

Mr. WRIGHT. That depends entirely upon the preliminary organic law. If the preliminary organic law limits the work of the census, then his preparations will be aimed to provide, in a general way, for that restrictive work only, without reference to the details of the enumeration itself, which would come later. For instance, he can plan out all his blanks, and one of the great causes of increased expense, in the past two censuses at least, resulted from a lack of preparation in this particular. The man who prepares the blanks—I mean the man who has general charge of it and who has in his mind the whole superstructure—should be able to see beforehand and arrange in his own mind the plans for the final tabulations and analysis, so that each step in the work of preparation forms part of a well-considered plan for the final completion of the work itself.

Senator HALE. How can the Superintendent know what blanks he will need to prepare until Congress has decided what shall be the scope of the census?

Mr. WRIGHT. He can not do it.

Senator HALE. Not until that is done?

Mr. WRIGHT. No, sir. The bill which I have suggested provides the features which should enter into the census, so that the Superintendent, as soon as he is appointed, can go to work in the way suggested without making up the details of the enumeration. But one of the chief elements which takes time, and to which time has never been given, relates to the details of the enumeration itself—that is, the subdivision of the country into supervisors' districts and of each of these districts into enumeration districts, numbering in all probably many more than 50,000 districts. In the last census there were 175 supervisors, who had charge in each case of a large number of enumerators, but in the next census there should be at least 300 supervisors.

These supervisors have never yet been able to be instructed, because there has been heretofore no time in which to instruct them properly. With properly instructed supervisors and an increased number of them there can be some method devised by which the enumerators themselves can be selected with greater care and with reference to their particular efficiency as enumerators.

In the Eleventh Census there were enumerators appointed by telegraph without any reference to their ability or knowledge; and in selecting the enumerators in the different parts of the country, the country covering a large area, it has been the experience in the past that many enumerators, as soon as they get the blanks, if not properly instructed beforehand, see the vastness of the work which they have to do and the very small compensation they are to receive, and at the last moment they throw up their commissions. Then the supervisor is obliged all of a sudden to find another man for that district, report the name to the central office at Washington, and have the enumerator appointed by the Superintendent.

The CHAIRMAN. Speaking of the subdivision of the whole country, I will ask you to state in gross how many enumerators' districts there were in 1890?

Mr. WRIGHT. Forty-seven thousand, in round numbers.

The CHAIRMAN. There were 47,000 districts, and 47,000 enumerators were selected?

Mr. WRIGHT. Forty-seven thousand enumerators were selected. There should be, to govern that number of enumerators, at least 300 supervisors. In the Tenth Census there were 150 supervisors, and in the Eleventh Census 175. That was an insufficient number.

The proper subdivision of the country into supervisor and enumeration districts and the selection, appointment, equipment, and instruction of the supervisors and enumerators takes time, and much more time than it has been possible to give to it in previous censuses. It has been the last thing to be done in the preparation for a census, and it has resulted in the loss of a great many thousands of dollars.

The loss of money would not perhaps be of so great account were it not for the fact that the people themselves wish to ascertain in the enumeration the grouping of the population in small communities, and only by the most careful selection and adoption of lines of enumeration districts, and their description to the enumerators, can this be accomplished. It has been one of the faults of the past censuses, and it is a fault due wholly to the lack of time.

If the census supervisors could be selected a year beforehand, in order that they may receive from the Superintendent proper instructions and become acquainted with their duties, the enumeration districts laid out and their geographical limits clearly defined, and notice thereof be given at least a year before the enumeration, I believe that the enumeration could be made far more accurate and complete in every respect and that it could be done with greater expedition than it has ever been done in the past.

Senator CULLOM. And at less expense?

Mr. WRIGHT. And at less expense, because better equipped men always do their work better.

It does not seem necessary to speak at the present time about the compensation of the enumerators, except to make one remark. If you provide immediately or soon for the erection of a Census Bureau, the Superintendent of it can consider all the methods of payment, instead of being obliged as a last resort to fall back upon what has been done in the past. In past censuses the enumerators generally have been

paid per capita rates: 2 to 3 cents per head of population; 15 to 20 cents for each manufacturing establishment, and 20 to 30 cents for each farm. That is inadequate in one sense, and more than adequate in another. The result of that system is that the expense of settling the accounts of enumerators increases the cost of the census to a very great extent. I have the facts here somewhere.

Senator HALE. I should like to have Colonel Wright confine himself, if he can, to the consideration of what kind of an act he desires to have enacted now in order to launch this matter without going into the details, which will come up afterward in subsequent acts. State what is absolutely needed for legislation at the present session.

Senator CULLOM. Colonel Wright has prepared a bill which embodies his views.

Senator HALE. I have seen the bill. Does that bill cover what you think is needed now, and nothing more than what is needed?

Mr. WRIGHT. That bill accomplishes what I am referring to.

Senator HALE. Your purpose is covered by the bill which we have here?

Mr. WRIGHT. It is.

[The bill referred to is printed on page 23 of the record of this hearing.]

The CHAIRMAN. Will you now, passing over the second question, that as to a permanent census service, tell us as soon as you conveniently can about the propositions which are contained here to restrict the scope of the census, and thereby restrict the cost? I allude particularly to your statement on page 15 of your report that you hope the next decennial enumeration can be reduced to five volumes, or possibly to four.

Mr. WRIGHT. That is the decennial enumeration; three or four volumes.

The CHAIRMAN. The plan for accomplishing it you have carefully set out in this report.

Senator CULLOM. Let Colonel Wright state what he wishes to say on the other point first.

Mr. WRIGHT. Under the present method of payment of census enumerators, I will state that the clerical force used for settling the enumerators' accounts in the Eleventh Census was equivalent to the employment of 281 clerks for an entire year, at a total cost for service alone of approximately \$230,000. That was simply to settle the accounts of the enumerators.

Passing at the suggestion of the chairman to the question of the reduction of the scope of the census work, which I think is your point, and then to the fourth point, I desire to call your attention to the bill which I have submitted, and which will be found on page 5 of this report.

I can pass over the first few sections of the bill very quickly, for they simply provide for a sufficient force to enable the Director to do what is intended by the bill. I go at once, therefore, to section 6. This section, which will be found on page 6 of the pamphlet, is, of course, the gist of the bill and of the plan. It provides in the first place that a census of the population and the products of the United States shall be taken as of the date of April 15, in the year 1900, and once every ten years thereafter as of the said date of April 15. If you are to have me take the time, I will state why that change of date is proposed.

The CHAIRMAN. It is very clearly stated in the report, and it is very fully demonstrated that the change should be made.

Mr. WRIGHT. I think so.

Senator HALE. It is more convenient to have the census taken as of that date.

Mr. WRIGHT. Yes, sir.

I call your attention to two points which I think may meet with discussion and criticism, perhaps with antagonism, although entirely of a scientific nature. This section limits the Federal census decennially to three things: First, the population, provided for by the Constitution; second, a fairly complete enumeration of agriculture, and, third, a brief statement relative to manufactures.

Now, why do I say a complete report as to agriculture and a brief statement as to manufactures? Simply for this reason: The enumerators in passing over the country to collect statistics of population must at that time, if ever, take the statistics of agriculture, and I would therefore have them collect these statistics then in fairly complete form, but, as I have explained briefly in the report, it is only essential to secure the aggregates which can be obtained by five or six inquiries to manufacturers and producers generally at the time of the decennial census. Heretofore our manufacturing schedules have been elaborate. They have gone into very many inquiries which puzzled the enumerator, delayed his work, and cost vast sums of money, and yet when the tabulations came to be made it has been restricted to the very few inquiries which I would have the schedule in the decennial enumeration cover, embracing the total value of products, the total number of people employed, the total wages paid, the cost of raw material used, and probably one or two other questions. Six questions, at the outside, would cover it.

Then I would have a statement as to representative industries every two years, or every year, if possible, but I do not think it would be possible, and herein some of us differ. Congress provided in the organic act creating the Department of Labor that the Commissioner of Labor should establish a system by which every two years he could report the progress of manufactures, whether up or down. We undertook to carry that out in cooperation with Mr. Porter, but we found that the census of 1890 was not conducted on a basis which would enable us to work on the schedules, and second, the equipment of the Department of Labor was not ample for that work. It was therefore abandoned, with the hope that the permanent census office would take it up.

I would have a biennial account of manufactures, and here is where I think you will find the chief difficulty with this section—that is, as to this account of, say, 20 per cent of the establishments in a few of the leading industries, the result to serve as a barometer to show whether the industries in this country are receding or advancing.

As it is now, we have a decennial account which, for purposes of comparisons, is usually quite worthless to everybody so far as it relates to the condition of the industries. It is good for the amounts, but the decennial census may be taken in a depressed year, or one census may be taken in a year of depression and another in a good year. At any event, the comparison is vitiated by the two sets of conditions. With a biennial account you would have a continual record of industrial events, so that a comparison could be made. This does not apply to all the industrial establishments in the country, of which there are 350,000, in round numbers.

The CHAIRMAN. There were 355,415 different manufacturing establishments in 1890, and you say in your report that 20 per cent produce nearly 80 per cent of the product?

Mr. WRIGHT. Eighty per cent of the whole product. What is the use of spending vast sums of money in canvassing 80 per cent, which are small affairs, for the purpose of getting 20 per cent of the product when 80 per cent of the product would show just as clearly the progress or the degeneration of our manufacturing industry?

The CHAIRMAN. You would get statistics from 50,000 every two years instead of undertaking to get statistics from 350,000?

Mr. WRIGHT. Yes, sir; and, in the second case, practically fail.

Senator HALE. It is proposed to get this information every two years by the permanent census office?

Mr. WRIGHT. Yes, sir.

Senator HALE. Who would select the 50,000 establishments?

Mr. WRIGHT. They would be selected first as to industries. When half a dozen industries—the iron, the steel, the cotton and other textile industries, the boot and shoe industry, and two or three more—are prospering, everything else is prospering. When they are not prospering, nothing else is prospering.

The statements, which would be largely collected by mail for this purpose, supplemented by the work of special agents for the sake of perfection, would answer that question and give you a perfect and complete barometer which, with another provision that I have in the bill, would enable us to reach some kind of a conclusion as to the effect which industrial depression has upon crime. I will speak of that right now, because I have provided in the bill for an annual statement to be made from the State crime accounts. So far as I have been able to study criminal statistics I have found that the lines of criminal statistics vary as the condition of industry varies, but there are not enough statistics in existence to prove or disprove that statement. If we find that the depression of industry means an increase in the number of crimes committed and the number of criminals committing them, then we shall have reached a piece of information which is not yet in the possession of the world. It may be done very easily and inexpensively by a permanent census office using State records, in the same manner as I have provided they shall use them in collecting vital statistics.

But to return to the manufacturing business, which is the chief feature of the bill, I will state that at a conference of economists whose memorial is before me, pretty good people, too, this particular matter was the chief subject of discussion. As I remember it, every other feature of the bill was approved except that relating to section 6, and General Walker, who was not present, told me the next day that he heartily approved of it and wished me to say so.

The CHAIRMAN. Let the memorial be printed in the record.

[The memorial referred to is printed on page 37 of the record of this hearing.]

Mr. WRIGHT. The differences of opinion and the objections have great force with me in regard to this point, that the provision relative to the biennial account of manufactures might leave the Director of the Census in a position which, instead of decreasing the expense of the account, would result in increasing it vastly. I do not know how to get around that except to depend upon the man whom the President may select to see that it is well done, and it might be further

hedged around in other ways by the law itself. But with this limitation it seems to me it would be safe.

The CHAIRMAN. If the plan were approved of selecting 50,000 manufacturing establishments, embracing all industries—

Mr. WRIGHT. The chief industries.

The CHAIRMAN. Would there be any trouble in inducing the managers of those establishments, for statistical purposes, to make regular returns to the Census Bureau of their own accord by mail?

Mr. WRIGHT. I think they would come to that very soon. That has been the case in my own State. We do this very thing annually.

The CHAIRMAN. I will ask you whether there is any difficulty in getting those returns from manufacturing establishments?

Mr. WRIGHT. Not now.

Senator CULLOM. Is there any additional expense except for the work of the office?

Mr. WRIGHT. That is all.

The CHAIRMAN. And a few special agents, as you have suggested.

Mr. WRIGHT. You would have to supplement the inquiries with special agents in order to get the information. Some people would never reply.

The CHAIRMAN. Is not that the way statistics were obtained in the last census—by correspondence and special agents?

Mr. WRIGHT. In both ways, but largely by special agents. Special agents would have to be employed in the decennial enumeration in the great cities, but they need not be employed in the country districts. A vast amount of money was spent in getting at blacksmiths and the little shops all over the country, when there is no need to bother about them. They add nothing of importance to the statistics. That is what I desire to see eliminated.

The CHAIRMAN. Is there any other feature of the sixth section to which you wish to call attention?

Mr. WRIGHT. Mr. North is here, and, while he and I agree very closely on this matter, he has some views upon this particular point which are very valuable and very forcible. If you wish to hear him, he is present.

Senator HALE. How about the provision for a census every five years?

Mr. WRIGHT. That is for population.

Senator HALE. I wish you would touch upon that provision.

Mr. WRIGHT. That is another point upon which there would be a division of opinion. I would not have that cost much. In the last two censuses an attempt was made to bring the States into cooperation with the Federal Government, but they have not yet done so. The number of States which now take a census I have enumerated on page 11 of this report. Twenty-six States and Territories already have constitutional or statutory provisions for taking the census. They are more or less complete, and most of them on the quinquennial period.

Senator HALE. That is midway?

Mr. WRIGHT. That is midway. Some States, however, which have legal provisions for taking a census, have not always done so.

Then I have enumerated in the report the States which have taken a census since 1890. It would be the easiest thing possible to arrange with the States that do take censuses to transmit the account of their population, divided by sex, if you please, to the Federal Government simply for consolidation; and by arranging with the States that do not take a census for a small compensation to enable them to do it, all would come into line sooner or later, and we should then have a complete statement of the population of the whole United States every

five years, the sociological data only to be collected decennially, as it is now.

The advantage of that lies in knowing the movement of population. I do not mean the movement in a scientific sense, but simply the changing of population from one part of the country to another, which is of great statistical importance, especially in these days when the changes are so rapid. But it is not of sufficient importance to make a separate enumeration of the people, which would have to be done at great cost.

Senator HALE. You speak of that being a feasible scheme. Do you think that anything like a satisfactory enumeration of population can be had in the middle of the decennial period by a combination of information from the States, supplemented by a Federal census, which would be materially less in cost than the regular census of the ten-year period? I refer to the population part of the census.

Mr. WRIGHT. I understand. The population census cost \$2,500,000 alone in the decennial census. This ought not to cost more than two or three hundred thousand dollars.

Senator HALE. I should fear that when you start that project, which is new, the information you will get from States will be so uncertain and so unsatisfactory that it will have to be supplemented by an enumeration by Federal enumerators, and then you will be launched on the whole scheme of two censuses of population instead of one every ten years.

Mr. WRIGHT. If there were any likelihood of that, I should recommend the striking out of that provision.

The CHAIRMAN. You do not propose that the census office shall take any responsibility for the quinquennial census?

Mr. WRIGHT. Not at all.

The CHAIRMAN. But simply that it shall get the information from the States and publish it for what it is worth?

Mr. WRIGHT. Yes, sir.

Senator HALE. Is that what you propose?

Mr. WRIGHT. If the States which do not now take a census will provide for a census, Congress would be asked by the Director under the proposed act to make some specific arrangement as to a part of the expense.

Senator HALE. Certain States never have taken and never will take a census.

Mr. WRIGHT. Probably not.

Senator HALE. What would you do as to those States?

Mr. WRIGHT. They would have to go.

Senator HALE. "They would have to go?" Do you mean by that that they would be left out?

Mr. WRIGHT. Yes, sir. I would not ask Congress to do anything as to such States.

Senator HALE. If your last conclusion is adopted, that if the States do not take a census it shall not be done, there would be very great pressure from every State which is not in the five-year census to be represented by the Government.

Mr. WRIGHT. That is true. The effective answer would be, "Do as Michigan or the other States do and we will help you."

Senator HALE. Would you help one State and not help another?

Mr. WRIGHT. No; the States which have such a census would have to be paid, by some fair adjustment, for the materials they send.

Senator BERRY. That will not work.

The CHAIRMAN. You would pay them for the transcribing of it?

Mr. WRIGHT. Yes, sir.

Senator FAULKNER. If Congress proposed to pay one State, all the States would want similar compensation.

Senator HALE. They would all want it.

Senator CULLOM. Take Illinois. If Congress provided for a quinquennial census, I suppose the State would pass a law providing for it.

Senator BERRY. Other States would not.

Mr. WRIGHT. If that is the danger, it would be decidedly better to leave out that provision instead of getting into a discussion of it.

Senator HALE. I will ask you whether it is in any way essential to your general scheme?

Mr. WRIGHT. No, it is not.

Senator HALE. If there are objections to that phase of the scheme, it can be dropped without in any way marring your plans?

Mr. WRIGHT. Yes, sir; it is not essential, I will say frankly. I put it into this plan at the special request of General Walker.

Senator HALE. But it is not an essential part?

Mr. WRIGHT. No, it is not; its omission would not interfere at all with the symmetry of my plan.

The CHAIRMAN. Please make a statement as to another feature which I regard as very important; I refer to the transfer of agricultural statistics. You state, as to agricultural statistics, on page 12, that the Secretary of Agriculture in 1895 suggested the transfer of the taking of farm statistics to a permanent census bureau if one should be established, and you say that there could be constant communication with the farm proprietors of the United States, of whom in 1890 there were over 4,500,000.

Mr. WRIGHT. Yes, sir; there could be a personal inquiry of a sufficient number of those to secure the facts. That would be a hundred per cent better than anything we have now.

The CHAIRMAN. What does the Secretary of Agriculture do now in that direction?

Mr. WRIGHT. The Secretary of Agriculture collects the statements as to the crops and the value of the crops by county agents. The Government provides an agent in almost every county in the United States. That county agent is not paid. In every State there is a State agent, who is paid \$720 a year. He takes the reports of the county agents, consolidates them, and sends them to the Department of Agriculture, and that is the whole basis of the bull and bear movement of the Agricultural Department as to crops. The State agent takes the guess work of the county agents and consolidates them, which makes the guess work of the State agent, and that is the whole of it.

The CHAIRMAN. That is the basis of the crop statistics we get?

Mr. WRIGHT. Yes, sir.

Senator HALE. That is going on all the time?

Mr. WRIGHT. Yes, sir. The Secretary of Agriculture proposes to abandon that, and he wants to have something done that will be the guesswork of the individual. The agricultural statistics of the census are a series of guesswork anyway, but they are the guesswork of the men on the farms.

Senator HALE. He puts it conditionally. He says:

If, however, the Congress of the United States finally provides for a permanent census bureau to gather populational, agricultural, commercial, and manufacturing statistics each year, instead of once in ten years, the entire business of collecting agricultural data and statistics should be vested in that Bureau, which is now proposed and advocated as a permanency by many of the most thoughtful economists and statisticians of the United States.

The condition in his recommendation is that it shall be done every year.

Mr. WRIGHT. Yes; and it ought to be done every year for agriculture. I should say that this meets the views of the officers of the Department of Agriculture.

Representative SAYERS. Do I understand that the proposition is to have a yearly census of agricultural products?

Mr. WRIGHT. Not a yearly census, but a yearly account, to be taken in the way suggested in the bill; not by enumeration, which would cost a vast sum of money, more than it is worth, but to collect from representative crop districts in the country, which would soon be arranged by the Director, annual statements of crops and values for those districts. You would then have a basis for the whole country, which you have not now.

The CHAIRMAN. The proposition is to substitute more of a perfect system for an imperfect one?

Mr. WRIGHT. That is true.

The CHAIRMAN. Now, about the Bureau of Statistics of the Treasury Department.

Mr. WRIGHT. There is nothing in that Bureau which belongs to the census in any way. It is simply a function of the Treasury Department which records the transactions of the Treasury in imports and exports. There is nothing about it that belongs to the census.

The CHAIRMAN. I will ask you a question which repeats one that Senator Hale asked. How necessary is it to early legislation that the sixth section should be enacted, which defines the scope of the work?

Mr. WRIGHT. If there is to be a comprehensive plan by which you will eliminate the vast majority of these reports for the decennial census, the plans can not be commenced too soon. It takes a long time to formulate all the work necessary for that purpose. The expenditure of \$75,000, as the bill calls for, during the next fiscal year would save hundreds of thousands of dollars later on. The eliminations which I have provided here are in direct response to that request. The Federal census has taken charge of many things which it need not touch. I have enumerated them in speaking of section 6, but briefly I will state that the census office takes up the question of irrigation.

The CHAIRMAN. Has the report on that subject for the 1890 census been published?

Mr. WRIGHT. Yes. It is the most valuable work on irrigation which the Government has yet put out, so far as I know, and yet there are four distinct branches of the Interior Department dealing with the question of irrigation—the General Land Office, the Commissioner of Indian Affairs, the Geological Survey, and the Census Office.

Senator HALE. And also the Agricultural Department.

Mr. WRIGHT. Yes, sir; outside of the Interior Department. There are five different offices dealing with the subject of irrigation. I would eliminate that. So as to mineral industries. There is an annual report on mineral industries made by the Geological Survey. By putting mineral industries in the census \$100,000 is spent for elaborating that report. There are other reports in the same way. The report on insurance is of no use to anybody; it is done better by private firms.

Senator HALE. In reflecting upon your scheme, have you thought whether or not the industries to which you have referred, which I agree with you do not legitimately belong to a census report, but which have been included heretofore, will make great opposition to being left out and insist that they be put in?

Mr. WRIGHT. I can not see why they should make the slightest objection, because they are provided for elsewhere.

Senator HALE. You do not believe there will be any?

Mr. WRIGHT. No, sir.

Senator BERRY. What about farm mortgages?

Mr. WRIGHT. Do you refer to the farm-mortgage report? That is one of the very best features of the Eleventh Census; it was very well done.

Senator BERRY. I had the honor to offer that amendment. That is the reason why I made the inquiry.

Mr. WRIGHT. There is hardly any necessity of doing it every ten years. Let Congress provide for such an inquiry fifteen years hence, if it wants to, but not as a regular thing. The same is true of churches.

The CHAIRMAN. What you propose to eliminate is very clearly stated in your report. I see you state that in 1790 we began with six inquiries. How many inquiries were made by the enumerators in the last census when they came to a house and found a man, or a woman, or a child there, to answer them?

Mr. WRIGHT. For each member of the family there were thirty inquiries made in the Eleventh Census. In the whole census there were 381 inquiries concerning population, but not all to one man.

The CHAIRMAN. I am trying to ascertain what inquiries an enumerator driving over the country made when he stopped at the door of a house.

Senator CULLOM. It depends upon how many inquiries he was instructed to make by the blank from the Census Office, or by the law.

Mr. WRIGHT. There were thirty on the population schedule. If it was a farm house, the enumerator had to add a hundred or more to get the agricultural statistics.

Senator HALE. Take the case actually of an enumerator who comes to a farm where there is the head of a family, a wife, and three children. How many inquiries would he be obliged to make?

Mr. WRIGHT. Of inquiries relating to population in the last census there were 30 on the population schedule; on the supplemental schedule relating to the insane there were 38 special inquiries; on the supplemental schedule relating to the feeble-minded, 36; on the supplemental schedule for the deaf, 42; on the supplemental schedule for the blind, 41.

The CHAIRMAN. Why were there so many inquiries as to the deaf or the blind?

Mr. WRIGHT. It was necessary to ascertain all the facts as to the cause of blindness, the age at which blindness occurred, the number and description of relatives who were also blind, the length of time spent in schools for the blind, whether married before or after blindness, and so on.

The CHAIRMAN. Sociological information?

Mr. WRIGHT. Sociological information. On the supplemental schedule for persons diseased or physically defective, there were 28 inquiries; on the supplemental schedule relating to benevolence, 48; on the supplemental schedule relating to crime, 40, and on the supplemental schedule relating to pauperism, 48. These questions were not asked each individual, but each family had to say whether they had a person coming within any of those classes.

The CHAIRMAN. If there was a blind person in the house those inquiries were put?

Mr. WRIGHT. Yes, sir. There were also 12 inquiries as to United States soldiers, sailors, and marines who served in the late war, and

who were surviving at the time of the inquiry, which would not come in again. Of inquiries relating to agriculture there were 256.

The CHAIRMAN. In the case of a farm, 256 inquiries were made of the proprietor?

Mr. WRIGHT. The enumerator had to ask if they had any of these things—hops, peanuts, etc.—and, if so, the other questions followed.

The CHAIRMAN. All these inquiries, 256, were made of the 4,500,000 farm proprietors?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. Was it or not a farce.

Mr. WRIGHT. It was a complete farce, because the enumerator got only 20 cents for doing it, and he could not do it. The inquiries relating to manufactures numbered 76, and for that the enumerator got 15 cents. Special agents were appointed in the great cities who received \$5 or \$6 a day, and they did their work fairly well; but in the case of enumerators where they had back counties and had to get answers to 76 questions, they could not do it in a day. They could get information as to population easily enough.

The CHAIRMAN. Will you please incorporate in the record the paper you have in your hand?

Mr. WRIGHT. Certainly.

[A summary of the inquiries made by the census enumerators at the Eleventh Census is printed on page 30 of the record of this hearing.]

The CHAIRMAN. Will you now give the information as to the six inquiries put in 1790?

Mr. WRIGHT. In 1790 they asked for each family enumerated the name of the head of the family; the number of free white males 16 years and upward, including heads of families; the number of free white males under 16 years; the number of free white females, including heads of families; the number of all other free persons, and the number of slaves. There were six inquiries in the census of 1790.

The CHAIRMAN. It was a mere enumeration or classification of population?

Mr. WRIGHT. That is all.

Senator HALE. It did not go into the question of nationality?

Mr. WRIGHT. No, sir. My article in The Forum, of which you have a copy, tells the whole story of the growth of the inquiries. In 1800 they began to make certain inquiries as to the ages of the population.

Senator CULLOM. You may have made a statement before I came into the room about the matter concerning which I am about to inquire. In your bill you provide for a change in the date of taking the census from June 1 to April 15.

Mr. WRIGHT. That is true.

Senator CULLOM. What is the importance of the proposed change? I understand it has always been the 1st of June.

Mr. WRIGHT. Either the 1st of June or the first Monday in June. The last time it was the first Monday in June, because the first day came on Sunday.

Senator CULLOM. Of course.

Mr. WRIGHT. October would be the ideal date, because everybody is at home, but every other enumeration comes in a Presidential year, and then there would be fifty or sixty thousand or more Federal officers canvassing the country, which might be objectionable.

The trouble is that on June 1, under our modern ways of living, the population is scattered, and it is always a question whether a city or a town is getting more than it ought to have or less. Each city gets less,

and the towns where the people go get more. Of course the effort is made by the census officers to count the people where they belong. That is impossible. April 15 would relieve that difficulty, and each community would be credited with its true population.

Senator CULLOM. At the same time it occurs to me that probably in a large part of the country, in the northern part of the country especially, the middle of April would be a pretty hard time to do business.

Senator HALE. On account of the difficulty of getting around.

Senator CULLOM. Yes. You take the Northwest, or for instance the northern part of Illinois, and the middle of April is about as disagreeable as any season of the year.

The CHAIRMAN. It is the mud season.

Senator CULLOM. It is, so to speak, between hay and grass. The frost is just coming out. If it is out, the mud is knee deep. Why not say the first of May?

Mr. WRIGHT. The bill does not provide that the actual work shall be done on April 15, but that the census shall be taken as of that date. The inquiry would be "Were you residing here April 15"? Some parts of the country were not enumerated until July, but the population was counted as of June 1.

The CHAIRMAN. In the last census what length of time was given to the enumerators to get over their territory?

Mr. WRIGHT. Two weeks in cities of 10,000 or more, and a month in all other districts.

Senator CULLOM. You think there is enough in the removals or changes of population in cities on the 1st of June to justify a change?

Mr. WRIGHT. I do.

Senator CULLOM. June 1 has existed as the date throughout the history of the country, I believe.

Mr. WRIGHT. When the population of the country is announced, the racket which is made is sufficient to convince the world that the date ought to be changed.

Senator CULLOM. I venture to say that any man who has charge of the census will have a racket on his hands, no matter as of what date it is taken.

Senator BERRY. In making an enumeration, do you treat the man where you find him at the time the enumeration is made, or do you locate him where his home is?

Mr. WRIGHT. The attempt is to treat him where he belongs, but the practice really is to count him where you find him.

Senator HALE. To notice him wherever you find him and put him down.

Mr. WRIGHT. The result is that we hear a great deal about the census being less than the number of people in the country. I do not believe it. I believe our census every time states more people than there are in the United States, because in the cities the people who are away are counted and in the places where they go they are counted again, and you will find a duplication.

Senator PERKINS. What is your estimate of the population of the United States to-day? Give us your conservative estimate.

Mr. WRIGHT. I think in 1900 there will be approximately 76,000,000 people.

Senator PERKINS. You think the number will exceed 70,000,000?

Mr. WRIGHT. Yes, sir. I made an estimate last time within 100,000. My estimate this time may be 1,000,000 out of the way.

Representative SAYERS. I understood you to say that the publication relating to farms, homes, and mortgages was in your judgment the most complete and satisfactory piece of work in the Eleventh Census?

Mr. WRIGHT. I think so.

Representative SAYERS. In taking the number of mortgages and the amount of money which they carried, was there any discrimination as to whether those mortgages covered an actual existing indebtedness or an anticipated indebtedness?

Mr. WRIGHT. It was the actual existing indebtedness, I understand. The investigation was not made under my charge, but I feel very sure it was the actual existing indebtedness.

Representative SAYERS. I will take my own State, because I am better acquainted in it than in any other State. We have a law in our State which allows one to anticipate an indebtedness, to anticipate advances, and to secure payment. Suppose that a census of these particular items was taken to-day in Texas. You would probably find that four-fifths or perhaps as much as nine-tenths of the mortgages upon crops and upon lands cover an anticipated indebtedness during the year, and not an actual indebtedness.

Senator BERRY. Crop mortgages were not included in the last census.

Mr. WRIGHT. They were not included in the Eleventh Census.

Representative SAYERS. The mortgages were on record.

Senator CULLOM. With the amounts stated.

Representative SAYERS. I suppose the officials of the census office went to the county clerk's office?

Mr. WRIGHT. They did.

Representative SAYERS. And there obtained a statement from the records.

Senator BERRY. But you are referring to crop mortgages.

Mr. WRIGHT. They did not touch crop mortgages. They only touched real-estate mortgages.

Representative SAYERS. Did they make any distinction between mortgages anticipated for the purpose of securing the purchase money of land?

Mr. WRIGHT. Those items were classified, showing how much was for purchase money, how much for reinvestment, how much for misfortune, how much for sickness, etc. That was all classified.

Representative SAYERS. It was all classified.

The CHAIRMAN. How could they find that out?

Mr. WRIGHT. Only by representative counties. Mr. Lord did it first in Illinois, and he did it very satisfactorily. I think it showed some 94 per cent of the mortgages of the country placed on real estate for legitimate reasons, as I recollect the figures.

Representative SAYERS. You took only representative counties.

Mr. WRIGHT. The sociological investigation was only made in a limited way, but the actual physical side of the investigation covered the whole country. In the South a difficulty existed on account of the mixture of mortgages, because in the South you do not mortgage real estate very much, but mortgage the crops, a practice which is not heard of in other parts of the country, where they mortgage real estate and never crops. So the Superintendent took a very wise course in that respect, and made investigations through officers in each county where they knew pretty thoroughly the condition of each man's estate, and they got the returns very well.

The CHAIRMAN. I will ask you how much you think can be saved, and how you think you can bring the result down to four or five

volumes, instead of the twenty-five volumes which you see here, for each of the censuses of 1880 and 1890.

Mr. WRIGHT. That is decennially. Of course through the ten years there would be more.

Senator CULLOM. We are not to understand that you are to get all of an ordinary ten years' census into five volumes?

Mr. WRIGHT. No, but I do pretend to say that with the preparation of the blanks by somebody who can see the superstructure clear through to the tabulation and analysis, every single point in these twenty-five volumes could be put into fifteen volumes.

The CHAIRMAN. You could reedit those very volumes and reduce the number?

Mr. WRIGHT. And not leave out a single fact.

Senator HALE. The decennial census ought not to occupy more than four volumes.

Mr. WRIGHT. Perhaps two volumes on population, one on manufactures, and one on agriculture.

Senator HALE. That is enough.

The CHAIRMAN. That is what we wish to bring about.

Mr. WRIGHT. With a permanent census and a man in charge whose business it would be to study the science of this matter, and to arrange the tabulations with uniformity throughout—uniformity of nomenclature and uniformity in tables, etc.—there is no reason why the whole of it should not be put into fifteen volumes.

The great point of reduction comes as a matter of skillful arrangement. All the tables in all the volumes should be made with reference to one central idea of form, and there should be uniformity as to the analysis and the nomenclature. As it is, there are various expressions for the same thing running all through those volumes, simply because no one man under the past system could superintend it. No man could do it.

The CHAIRMAN. It would be entirely reasonable to pass a bill providing for the organization of a census bureau, leaving the scope of the work to be determined next winter, say, after a recommendation from the director of the census?

Mr. WRIGHT. Perfectly so. You might avoid a great deal of discussion and amendments of all sorts by such action.

The CHAIRMAN. But the scope of the census should be defined by law and limited?

Mr. WRIGHT. Yes, sir.

The CHAIRMAN. There is one other question I wish to ask. You were authorized by the resolution to confer with foreign countries.

Mr. WRIGHT. That is relative to uniformity in certain respects in census taking.

The CHAIRMAN. Uniformity of schedules, for instance. You have not reported on that question?

Mr. WRIGHT. No, sir.

The CHAIRMAN. Will you tell us generally what the condition of that question is?

Mr. WRIGHT. A committee, of which I am a member, was constituted a year ago at Berne with Dr. William, the statistician of Switzerland, at the head of it, to arrange certain features in the censuses of thirteen or fourteen countries, whose custom it is to take decennial censuses, so that there would be some comparability as to the presentation of ages and occupations; in those two features only. It does not contemplate the reorganization of each country's census on a uniform basis,

but the adoption by each country of certain features so that there shall be uniformity for purposes of comparison.

The CHAIRMAN. If the various countries could agree upon the questions which should be asked in taking the population enumeration, it would be very desirable.

Mr. WRIGHT. It would be up to a certain point. I have formulated what this country ought to recommend. I have not sent it abroad, because I have been waiting to see what Congress would do, and there is no particular hurry. But the great trouble lies in occupations and ages. One country will classify by five age periods, another by ten, and so on, and the comparability is destroyed by the mere method of presentation. In occupations a French name may relate to a certain function or process, while the English or American name relates to another; so that, as a matter of fact, there can be no real comparison, although the terms used may be practically the same, but covering essentially different operations.

The CHAIRMAN. And when you come to a comparison of wages you make a mistake?

Mr. WRIGHT. Yes. In a discussion on the floor of the Houses of Congress you may be misled by the difference in nomenclature.

In closing my part of this discussion, I wish to say one word, which seems to me to be very important. In whatever you do, please bear in mind that you are starting on a long road that has relation to something more than census taking. I have been furnished with a few facts by Dr. Dabney, who is drawing up a very elaborate statement as to the duplication of work by the Federal Government.

The Government has three separate and distinct agencies for measuring the land of the country—the Coast and Geodetic Survey, in the Treasury Department; the Geological Survey, and the General Land Office. In addition to these, the Engineer Corps of the Army makes military and geographic explorations and surveys, and, as Dr. Dabney says, they often meet in the middle of some stream.

There are four hydrographic offices in as many departments—the Navy, the Coast Survey, the Geological Survey, and the Weather Bureau. In addition, the Fish Commission measures the waters of fishing grounds and rivers; the Engineer Corps of the Army measures the Mississippi River, the lakes, and harbors.

The Coast Survey, the Naval Observatory, and the Weather Bureau have all been engaged in recent years in studying the magnetism of the earth.

The Federal Government has five separate and distinct chemical laboratories in the city of Washington alone.

Four distinct branches of the Interior Department have been engaged recently in work bearing on irrigation, viz: The General Land Office, the Office of Indian Affairs, the Geological Survey, and the Census Office. The Weather Bureau and the Divisions of Soils and of Vegetable Physiology of the Department of Agriculture also assist in the work on irrigation.

Now, I imagine no one of you gentlemen has any idea of the amount of money which the Federal Government spends each year for scientific purposes.

The CHAIRMAN. We all know very well in a general way what you have stated.

Mr. WRIGHT. Have you ever figured up how much it amounts to?

Senator HALE. Yes.

Mr. WRIGHT. It amounts to nearly \$8,000,000, and nearly 4,000 people are employed. There should be some scientific consolidation.

Senator COCKRELL. I should like to know how you can classify the Coast and Geodetic Survey with the land surveys.

Mr. WRIGHT. This is a statement by Dr. Dabney. He says the Coast and Geodetic Survey measures lands.

Senator COCKRELL. Not in the sense of disposing of it, at all.

Mr. WRIGHT. Not at all.

Senator COCKRELL. It measures the depth of the water, and there is no other department which conflicts with it at all in that work.

The CHAIRMAN. The Coast and Geodetic Survey extends its surveys clear across the United States. The Coast Survey measures the Rocky Mountains.

Senator COCKRELL. It has nothing to do with a land survey proper.

Mr. WRIGHT. Not at all, but it is engaged in similar work.

Senator COCKRELL. No other Department is doing the kind of work which the Coast Survey does.

The CHAIRMAN. You have spoken of some difference of opinion in reference to statistics of manufactures.

Mr. WRIGHT. Mr. North is here, and he may wish to say something on that point.

STATEMENT OF S. N. D. NORTH.

The CHAIRMAN. Mr. North is one of the signers for the American Statistical Association of the memorial to which Colonel Wright has alluded, and there is a different conclusion on one point in the memorial.

Mr. WRIGHT. Yes, sir.

Mr. NORTH. All the gentlemen who were present at that meeting were unanimously in favor of this bill in all its features except the sixth section.

Senator HALE. That is the heart of the bill.

Mr. NORTH. Some of the objections to the sixth section have been stated here.

The CHAIRMAN. What is the principal objection?

Mr. NORTH. My particular personal objection is the proposition in relation to the biennial census of manufactures in a partial form. I differ with Colonel Wright on that question so radically that I do not know that I had better say anything about it.

The CHAIRMAN. State generally the difference without arguing it.

Mr. NORTH. I do not regard it as of any value. I regard it as being a departure from the purpose of an industrial census in that it is a barometer, but not a measure of growth and can not be a measure of growth. The annual census in Massachusetts has had more utility than that of any other State in the Union, because it is an older State and more settled, more determined. But take a biennial census of the State of Illinois, for instance, and confine it to institutions and establishments already in existence, and you do not learn anything about the growth of manufacturing in that State. The development of manufacturing in the newer States will almost wholly be in the shape of new establishments which you would not reach by this partial census.

Senator HALE. How would you deal with them?

Mr. NORTH. My theory of dealing with them is in a sense similar to Colonel Wright's. I believe that the manufacturing statistics can be dealt with satisfactorily by five-year periods. I agree to his suggestion that the ten-year period is too long. The danger is very great that the condition of the industry between the two censuses will be such that comparison is treacherous. I think the difficulty could be overcome.

by taking it in five-year periods and taking it in a much more limited way than it was attempted to be taken in the Tenth and Eleventh Censuses.

Senator CULLOM. By contracting the number of inquiries?

Mr. NORTH. Yes, sir, and leave out a great deal of detail which I do not regard as necessary.

Senator HALE. The work to be done largely by correspondence?

Mr. NORTH. I do not think it could be done in that way. I quite agree with Colonel Wright that there is a great deal of unnecessary detail in manufacturing statistics.

Mr. WRIGHT. There is a great deal of information collected that is never used.

Mr. NORTH. It is never used. But I do not agree with Colonel Wright in his notion that the manufacturers will be glad to have these inquiries made of them every two years.

Mr. WRIGHT. I do not think they will be at first, but they will ultimately.

Mr. NORTH. There is nothing in the world that they dislike more than frequent inquiry for statistical matter relating to their business.

Mr. WRIGHT. There is great force in what Mr. North says. I agree to that.

The CHAIRMAN. I will have incorporated in the record a table showing the publications and cost of each census of the United States.

[The table referred to is printed on page 34 of the record of this hearing.]

At 12.30 o'clock p. m. the committee adjourned.

ADDENDUM.

- I. The originally drafted bill for a permanent census in Commissioner of Labor's Report of December 7, 1896 (S. Doc. No. 5, Fifty-fourth Congress, second session).
 - II. The bill as introduced by Mr. Sayers in the House of Representatives January 14, 1897 (H. R. 9979, Fifty-fourth Congress, second session), leaving out section 6 of the above bill.
 - III. The bill to provide for the Twelfth and subsequent censuses; making the Census Office a part of the Department of Labor. Introduced in the Senate by Mr. Chandler January 26, 1897 (S. 3606, Fifty-fourth Congress, second session).
 - IV. Inquiries made by the census enumerators of the Eleventh Census.
 - V. Table showing the publications and cost of each census of the United States.
 - VI. Memorial of the committee of the American Economic Association and the American Statistical Association, praying the passage of the legislation for the more effective organization of the United States Census.
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I.

A BILL TO PROVIDE FOR A PERMANENT CENSUS SERVICE.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be at the seat of Government a Census Office, the duties of which shall be the taking of the Twelfth and succeeding censuses and the collection of other information, as hereinafter provided.

SEC. 2. That the Census Office shall be under the charge of a Director of the Census, who shall be appointed by the President, by and with the advice and consent of the Senate, and who shall receive a salary of six thousand dollars per annum, and there shall be also an Assistant Director of the Census, to be appointed in like manner, who shall be an experienced practical statistician and shall receive an annual salary of four thousand dollars, and there shall also be in the Census Office, to be appointed by the director thereof, a chief clerk and a disbursing clerk at an annual salary of two thousand five hundred dollars each, and five chief statisticians at an annual salary of three thousand dollars each. There shall be also one stenographer at an annual salary of two thousand dollars, and until the force of the Census Office shall be classified and provided for through regular appropriations, such number of clerks of classes four, three, two, and one, and of clerks at one thousand dollars per annum, and such number of watchmen, assistant watchmen, messengers, assistant messengers, messenger boys, laborers, skilled laborers, and charwomen, as the Director of the Census may find necessary for the purpose of carrying out the provisions of this act. The

five chief statisticians herein provided for shall be persons of known and tried experience in statistical work. The disbursing clerk herein provided for shall, before entering upon his duties, give bond to the proper accounting officers of the United States in the sum of fifty thousand dollars, which bond shall be conditioned that the said officer shall render a true and faithful account to the proper accounting officers of the United States quarter-yearly or oftener, as may be found necessary, of all moneys and property which shall be by him received by virtue of his office, with sureties to be approved by the Solicitor of the Treasury. Such bond shall be filed in the office of the Comptroller of the Treasury, to be by him put in suit upon any breach of the conditions thereof.

SEC. 3. It shall be the duty of the Director of the Census to submit to the Secretary of the Treasury, on or before October first, eighteen hundred and ninety-seven, estimates for a classified force, including such number of employees of the grades provided for in the preceding section, and such number of experts and special agents and other employees as he may deem necessary to carry out the provisions of this act.

SEC. 4. That all appointments authorized by this act, below the Assistant Director of the Census, shall be made in accordance with the provisions of the act entitled "An act to regulate and improve the civil service of the Government," approved January sixteenth, eighteen hundred and eighty-three, and the amendments thereto, and the rules established thereunder.

SEC. 5. That during the necessary absence of the Director of the Census, or when the office of the Director shall become vacant, the Assistant Director shall perform the duties of the Director.

SEC. 6. That a census of the population and the products of the United States shall be taken as of the date of April fifteenth, in the year nineteen hundred, and once every ten years thereafter as of the said date of April fifteenth.

The decennial census of the population shall include such sociological data as Congress may authorize, and there shall be also at the quinquennial periods between the censuses of population provided for herein an enumeration of the number of the population, to the end that there may be secured a numbering of the people at the end of each five year period, but the quinquennial statistics as to the number of the population shall be collated from the reports of the States taking a census at or approximately at this time, and for other States on some system, to be established hereafter, in association with the authorities of such States. The decennial census of the products shall include all products of agriculture, manufactures, mining, and the fisheries.

The decennial census of agricultural products shall be full and complete for the purpose of comparison with past censuses, and there shall be also an annual account of agricultural products relating only to the most important facts concerning crops and values.

The decennial census of manufactures and other industrial products shall consist of those inquiries only which are necessary to secure aggregates for all industries and all establishments; there shall be also a biennial account of manufactures for representative industries and establishments, made on as full and as complete a basis as possible, the main purpose of the biennial account being to ascertain the status of manufacturing industries at frequent intervals.

There shall be a collection of statistics of deaths and of births for the year nineteen hundred, and annually thereafter, the data for which

shall be obtained from the registration records of such States and municipalities as possess records affording satisfactory data, in necessary detail, in the discretion of the Director. At the time of the decennial enumeration similar data may be obtained from representative localities not having such records, at the discretion of the Director. There may also be a collection of statistics of deaths in certain localities for the period eighteen hundred and ninety to nineteen hundred, where the same is desirable to complete statistics presented in the reports of the Eleventh Census.

There shall be a decennial collection of statistics relating to the dependent, delinquent, and defective classes, and annually thereafter, which annual statistics shall consist of the facts to be obtained from public records only, and questions may be asked on the decennial population schedules concerning the dependent, delinquent, and defective classes.

No investigation shall be undertaken by the Census Office which is not specially authorized by law.

SEC. 7. The decennial collection of the statistics of population and products shall be restricted to such specific topics and features as may be authorized by Congress, and to this end the Director of the Census shall submit to the Congress in December, eighteen hundred and ninety-seven, a report, with recommendations, relating to such topics or features as he may deem adequate for the purpose intended by this act; and in his report he shall make such further suggestions and recommendations relating to the details necessary for taking the Twelfth and succeeding censuses as he may deem proper.

SEC. 8. The Director of the Census is hereby authorized to print and publish from time to time bulletins of preliminary and other results of the various investigations undertaken by the Census Office, and to print and bind in the Census Office such blanks, circulars, bulletins, and other small matters as may be necessary and advisable for the proper conduct of the Census Office.

SEC. 9. The Director of the Census is hereby authorized, whenever he may think proper, to call for information from any other Department or office of the Government.

SEC. 10. That such records, books, and files as relate to preceding censuses as may be necessary in conducting the work of the Census Office, and the printing office outfit used in the Eleventh Census, or so much thereof as may be necessary, and such furniture and property of whatever nature used at the Eleventh Census as can be spared by the Secretary of the Interior, shall be transferred to the custody and control of the Census Office created by this act; and all such property, furniture, and records shall be inventoried by the proper officers of the Department of the Interior when such transfer is made to the Director of the Census, and a copy of the inventory shall be filed and preserved in the office of the Secretary of the Interior and in the office of the Director of the Census.

SEC. 11. The Secretary of the Treasury shall furnish suitable temporary quarters for the Census Office in the Washington post-office building, if possible, and until such quarters are furnished in said building or elsewhere the Director of the Census may expend for rental a sum not exceeding five thousand dollars per annum.

SEC. 12. The Director of the Census may authorize the expenditure of necessary sums for the traveling expenses of the officers and employees of the Census Office and the necessary expenses incidental to the carrying out of this act, the furnishing of offices and the rent

thereof, and the maintenance of the printing office herein authorized, and shall annually make a detailed report to Congress of such expenditures; and for the purpose of carrying out the provisions of this act the sum of seventy-five thousand dollars is hereby appropriated out of any money in the Treasury not otherwise appropriated, and shall continue available until exhausted.

II.

[Fifty-fourth Congress, second session. H. R. 9979. In the House of Representatives, January 14, 1897. Mr. Sayers introduced the following bill; which was referred to the Committee on Appropriations and ordered to be printed.]

A BILL TO PROVIDE FOR A PERMANENT CENSUS.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be at the seat of Government a census office, the duties of which shall be the taking of the Twelfth and succeeding censuses and the collection of other information, as hereinafter provided.

SEC. 2. That the census office shall be under the charge of a director of the census, who shall be appointed, as soon as practicable after the passage of this act, by the President, by and with the advice and consent of the Senate, and who shall receive a salary of six thousand dollars per annum; and there shall be also an assistant director of the census, to be appointed in like manner, who shall be an experienced statistician and shall receive an annual salary of four thousand dollars; and there shall also be in the census office, to be appointed by the director thereof, a chief clerk, at an annual salary of two thousand five hundred dollars; five chief statisticians, at an annual salary of three thousand dollars each; one stenographer, at an annual salary of two thousand dollars, and as a temporary office force, until the force of the census office shall be classified and provided for through regular appropriations, such number of employees, not to exceed thirty-two in all, as the director of the census may find necessary for the purpose of carrying out the provisions of this act, such employees to consist of clerks of classes four, three, two, and one, and of clerks at one thousand dollars per annum, watchmen, assistant watchmen, messengers, assistant messengers, laborers, skilled laborers, and charwomen. The chief statisticians herein provided for shall be persons of known and tried experience in statistical work. One of the clerks of class four shall be designated as disbursing clerk, and shall, before entering upon his duties, give bond to the proper accounting officers of the United States in the sum of ten thousand dollars, which bond shall be conditioned that the said officer shall render a true and faithful account to the proper accounting officers of the United States quarter-yearly or oftener, as may be found necessary, of all moneys and property which shall be by him received by virtue of his office, with sureties to be approved by the Solicitor of the Treasury. Such bond shall be filed in the office of the Comptroller of the Treasury, to be by him put in suit upon any breach of the conditions thereof.

SEC. 3. That the chief clerk, disbursing clerk, and the chief statisticians provided for in the preceding section may, in the discretion of the director of the census, and all other employees authorized by this act below the assistant director of the census shall, be appointed in accordance with the provisions of the act entitled "An act to regulate and improve the civil service of the Government," approved January ixteenth, eighteen hundred and eighty-three, and the amendments hereto and the rules established thereunder; but when requisitions

are made upon the Civil Service Commission for certifications for the appointment of clerks of any of the grades herein provided for the said Commission shall, if the director of the census so indicates, give preference in certification from the eligible lists to persons who have served in the clerical force of the Eleventh Census.

SEC. 4. That it shall be the duty of the director of the census to submit to the Secretary of the Treasury, on or before October first, eighteen hundred and ninety-seven, estimates for such classified force as he may deem necessary to carry out the provisions of this act.

SEC. 5. That during the necessary absence of the director of the census, or when the office of the director shall become vacant, the assistant director shall perform the duties of the director.

SEC. 6. That the Twelfth Census shall be restricted to such specific topics and features as may be authorized by Congress, and to this end the director of the census shall proceed at once to make all necessary preparations for the next decennial enumeration, and shall submit to the Congress in December, eighteen hundred and ninety-seven, a report, with recommendations, relating to such topics or features as he may deem adequate for the purpose intended by this act; and in his report he shall make such further suggestions and recommendations relating to the details necessary for taking the Twelfth and subsequent censuses and for the continuous work of a permanent census office as he may deem proper.

SEC. 7. That the director of the census is hereby authorized to print and bind in the census office such blanks, circulars, bulletins, and other small matters as may be necessary and advisable for the proper conduct of the census office.

SEC. 8. That such records, books, and files as relate to preceding censuses as may be necessary in conducting the work of the census office, and the printing office outfit used in the Eleventh Census, or so much thereof as may be necessary, and such furniture and property of whatever nature used at the Eleventh Census as can be spared by the Secretary of the Interior, shall be transferred to the custody and control of the census office created by this act; and all such property, furniture, and records shall be inventoried by the proper officers of the Department of the Interior when such transfer is made to the director of the census, and a copy of the inventory shall be filed and preserved in the office of the Secretary of the Interior and in the office of the director of the census.

SEC. 9. That the Secretary of the Treasury shall furnish suitable temporary quarters for the census office in the Washington post office building, if possible, and until such quarters are furnished in said building or elsewhere the director of the census may expend for rental a sum not exceeding five thousand dollars per annum.

SEC. 10. That the director of the census may authorize the expenditure of necessary sums for the traveling expenses of the officers and employees of the census office, stationery, and the necessary expenses incidental to the carrying out of this act, the furnishing of offices and the rent thereof, and the conduct and maintenance of the printing office herein authorized, and shall annually make a detailed report to Congress of such expenditures. And for the purpose of carrying out the provisions of this act the sum of seventy-five thousand dollars, to be available on the passage of this act, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, and shall continue available until exhausted; but nothing contained in this act shall be construed as changing existing law so far as it relates to the completion and the distribution of the results of the Eleventh Census.

III.

[S. 3606. Fifty-fourth Congress, second session. In the Senate of the United States. January 26, 1897. Mr. Chandler introduced the following bill; which was read twice and referred to the Committee on the Census.]

A BILL TO PROVIDE FOR THE TWELFTH AND SUBSEQUENT CENSUSES.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the work of taking the Twelfth and subsequent censuses be, and hereby is, devolved upon the Department of Labor, which shall, upon the passage of this act, be known as the Department of Labor and Census, and the Commissioner of Labor shall be known as the Commissioner of Labor and Census.

SEC. 2. That on and after the passage of this act the commissioner of labor and census shall receive a salary of six thousand dollars per annum; and there shall also be in said department, to be appointed by the President, by and with the advice and consent of the Senate, an assistant commissioner of labor and census, who shall be an experienced statistician, and who shall receive a salary of four thousand dollars per annum. The disbursing clerk of the department of labor and census shall receive a salary of two thousand four hundred dollars per annum; and the commissioner is hereby authorized to appoint, in addition to the employees of the Department of Labor as now provided by law, five chief statisticians, at an annual salary of three thousand dollars each; one stenographer, at an annual salary of two thousand dollars; four clerks of class four, two clerks of class three, two clerks of class two, four clerks of class one, three watchmen, one messenger, two assistant messengers, two laborers, and two charwomen. The chief statisticians herein provided for shall be persons of known and tried experience in statistical work, and they, as well as all other additional employees designated in this section to be appointed by the commissioner of labor and census, except laborers and charwomen, shall be appointed in accordance with "An act to regulate and improve the civil service of the Government," approved January sixteenth, eighteen hundred and eighty-three, and the amendments thereto and the rules established thereunder.

SEC. 3. That during the absence of the commissioner of labor and census, or when the office of the commissioner shall become vacant, the assistant commissioner shall perform the duties of the commissioner.

SEC. 4. That the commissioner of labor and census shall, in his estimates for the fiscal year ending June thirtieth, eighteen hundred and ninety-nine, make such recommendations for further extension and classification of the force of the department of labor and census as he may deem necessary to carry out the provisions of this act.

SEC. 5. That the Twelfth Census shall be restricted to such specific topics and features as may be authorized by Congress, and to this end the commissioner of labor and census shall proceed at once to make all necessary preparations for the next decennial enumeration, and shall submit to Congress in December, eighteen hundred and ninety-seven, a report, with recommendations relating to such topics and features as he may deem adequate for the purpose intended by this act; and in his report he shall make such further suggestions and recommendations relating to the details necessary for taking the Twelfth and subsequent

censuses and for the continuous work of a permanent census office as he may deem proper.

SEC. 6. That the commissioner of labor and census is hereby authorized to print and bind in the department of labor and census such blanks, circulars, bulletins, and other small matters as may be necessary and advisable for the proper conduct of the department.

SEC. 7. That such records, books, and files as relate to preceding censuses as may be necessary in conducting the work of the department of labor and census, and the printing-office outfit used in the Eleventh Census, or so much thereof as may be necessary, and such furniture and property of whatever nature used at the Eleventh Census as can be spared by the Secretary of the Interior shall be transferred to the custody and control of the department of labor and census; and all such property, furniture, and records shall be inventoried by the proper officers of the Department of the Interior when such transfer is made to the commissioner of labor and census, and a copy of the inventory shall be filed and preserved in the office of the Secretary of the Interior and in the office of the commissioner of labor and census.

SEC. 8. That the Secretary of the Treasury shall furnish suitable quarters for the department of labor and census in the Washington post-office building, if possible, and until such quarters are furnished suitable for accommodating the work of the Department of Labor as extended by this Act the commissioner of labor and census may expend for rental a sum not exceeding five thousand dollars per annum in addition to the amount heretofore expended by the Department of Labor.

SEC. 9. That the powers of the Commissioner of Labor as already provided by law for the expenditure of the necessary traveling expenses of the employees of the Department of Labor shall apply to the carrying out of this Act; and he may further expend such sum as he may find necessary for stationery, printing, and binding, and other additional necessary expenses incidental to carrying out this Act, the furnishing of offices and the rent thereof, and the conduct and maintenance of the printing office herein authorized; and he shall include in his annual report to Congress of his expenditures a detailed report of the additional expenses incurred hereunder; and for the purpose of carrying out the provisions of this Act as to the payment of additional salaries, compensation of additional employees, and all other additional necessary expenses, the sum of sixty thousand dollars, to be available on the passage of this Act, and to continue available till exhausted, is hereby appropriated, out of any money in the Treasury not otherwise appropriated. This sum shall be additional to the appropriations already provided for in an Act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-eight, and for other purposes, and in an Act making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-eight, for the maintenance of the Department of Labor; but nothing contained in this Act shall be construed as changing existing law relating to the completion and the distribution of the results of the Eleventh Census, or the duties of the Commissioner of Labor in charge thereof; and all existing laws relating to the Department of Labor shall be applicable to the department of labor and census.

IV.

INQUIRIES MADE BY THE CENSUS ENUMERATORS AT THE ELEVENTH CENSUS.

The schedules used by the census enumerators at the census of 1890 were as follows:

Schedule No. 1, relating to population.

Schedule No. 2, relating to agriculture.

Schedule No. 3, relating to general manufactures, and special schedules relating to particular industries.

Schedule No. 5, relating to persons who had died during the census year.

Supplemental schedules Nos. 1 to 8, relating to persons mentally or physically defective, crippled, maimed, or deformed, or temporarily disabled by sickness or disease; also, to homeless children, prisoners, and paupers.

Special schedule, relating to surviving soldiers, sailors, and marines who served in the Army, Navy, or Marine Corps of the United States in the war of the rebellion, and the widows of United States soldiers, sailors, and marines of that war.

In the exercise of the authority conferred on the Superintendent of Census by section 18 of the act of March 1, 1889, schedule No. 4, relating to social statistics, was withdrawn from the enumerators.

By the same section it was also provided that, in the discretion of the Superintendent, the mortality schedule and the general and special schedules for manufactures may be withheld from the enumerators.

INQUIRIES RELATING TO POPULATION.**Schedule No. 1—General:**

	No. of inquiries.
Name	1
Veteran or widow of veteran of civil war	1
Relationship to head of family	1
Color, sex, and age	3
Conjugal condition and fecundity of women	3
Place of birth and nativity of parents	3
Length of residence and naturalization	3
Profession, trade, or occupation, and months unemployed	2
School attendance, illiteracy, and ability to speak English	4
Defective, dependent, and delinquent classes	4
Proprietorship of farms and homes	5

Total 30

Supplemental schedule No. 1—Insane:

Physical disability or defects in addition to insanity	6
Form, duration, and cause of insanity	6
Relatives insane or feeble-minded	12
Relatives blind, deaf, or deformed	10
Length of time in hospitals or asylums for insane	2
Nature of support and residence when at home	2

Total 38

Supplemental schedule No. 2—Feeble-minded, etc.:

Physical disability or defects in addition to mental weakness	5
Duration and cause of mental defect	2
Instruction in schools for the feeble-minded and time spent in other public institutions	5
Paralysis of one or both sides	2

¹ Not including first 21 inquiries on general population schedule, duplicated on his schedule.

Supplemental schedule No. 2—Feeble-minded, etc.—Continued.		No. of inquiries.
Relatives insane or feeble-minded		10
Relatives blind or deaf.....		10
Nature of support and residence when at home.....		2
Total.....		<u>136</u>

Supplemental schedule No. 3—Deaf:

Physical disability or physical or mental defects, in addition to deafness ...	6
Duration and cause of deafness.....	4
Instruction and length of time spent in schools for the deaf	2
Means of communication with hearing persons.....	1
Relatives deaf.....	17
Relatives blind, feeble-minded, or insane.....	10
Nature of support and residence when at home	2
Total.....	<u>142</u>

Supplemental schedule No. 4—Blind:

Physical disability or physical or mental defects.....	6
Condition of eyes and grade of blindness.....	6
Cause and age at which blindness occurred.....	4
Relatives blind	12
Length of time spent in schools for the blind	1
Marriage before or after blindness (if married)	1
Relatives deaf, insane, or feeble-minded.....	9
Nature of support and residence when at home	2
Total.....	<u>141</u>

Supplemental schedule No. 5—Diseased or physically defective:

Physical disability (acute or chronic disease).....	1
Defective in speech	4
Crippled and lame	8
Maimed	5
Deformed	4
Paralyzed	4
Nature of support and residence when at home	2
Total.....	<u>128</u>

Supplemental schedule No. 6—Benevolence:

Physical disability or physical or mental defects	6
Date of admission to institution and whether able-bodied.....	2
Cause of admission or retention.....	14
Nature of support and residence when at home	7
Special inquiries relating to children under 16 years	10
Relatives now inmates of institution	9
Total.....	<u>148</u>

Supplemental schedule No. 7—Crime:

Physical disability, or physical or mental defects	6
Court of arraignment or conviction, whether a Federal prisoner, and offense charged	3
Date of incarceration and nature of sentence.....	12
Residence when at home	1
Previous record and use of stimulants, etc	4
Special higher education and mechanical training	3
Employment at time of arrest and in prison.....	3
Cause of imprisonment	8
Total.....	<u>140</u>

Supplemental schedule No. 8—Pauperism:

Physical disability, or physical or mental defects.....	6
Date of admission to institution and whether able-bodied	2

¹ Not including first 21 inquiries on general population schedule, duplicated on this schedule.

Supplemental schedule No. 8—Panperism—Continued.

	No. of inquiries.
Cause of admission or retention.....	14
Nature of support and residence when at home.....	7
Special inquiries relating to children under 16 years.....	10
Relatives now inmates of this institution.....	9
Total.....	148

Schedule No. 5—Mortality:

Number of ward or sanitary district.....	1
Name of person deceased.....	1
Color, sex, age, and conjugal condition.....	4
Place of birth and nativity of parents.....	3
Profession, trade, or occupation.....	1
Month of birth (if born in census year) and death.....	2
Disease or cause of death.....	1
Length of residence in county.....	1
Place where disease was contracted and attending physician.....	2
Deceased insane or feeble-minded.....	1
Veteran or widow of veteran of civil war.....	1
Total.....	218

Special schedule—Surviving soldiers, sailors, and marines, and widows, etc.:

Identification on population schedule.....	2
Name, rank, and organization.....	4
Date of enlistment and discharge and length of service.....	3
Post-office address.....	1
Disability incurred.....	1
Remarks.....	1
Total.....	12

INQUIRIES RELATING TO AGRICULTURE.

Schedule No. 2—Agriculture:

Name and color of person conducting farm.....	2
Tenure of farm.....	3
Acreage of farms.....	7
Farm values, etc.....	5
Wages paid and weeks of hired labor.....	3
Value of farm products.....	1
Forest products.....	2
Grass lands and forage crops.....	22
Sugar.....	17
Castor beans.....	1
Cereals.....	27
Rice.....	3
Tobacco.....	4
Pease and beans.....	4
Peanuts.....	3
Hops.....	4
Fibers (cotton, flax, and hemp).....	15
Broom corn.....	3
Horses, mules, and asses.....	10
Sheep and wool.....	11
Goats.....	2
Dogs.....	1
Neat cattle.....	10
Dairy products.....	11
Swine.....	4
Poultry.....	8
Bees.....	4

¹ Not including first 21 inquiries on general population schedule, duplicated on this schedule.

² Not including statements obtained from resident physicians as to primary and immediate cause of death.

Schedule No. 2—Agriculture—Continued.

	No. of inquiries.
Nurseries	2
Onions	4
Potatoes	6
Market gardens and small fruits	7
Vegetables and fruits for canning	10
Orchards	33
Vineyards	7
Total	256

INQUIRIES RELATING TO MANUFACTURES.

Schedule No. 3—Manufactures (general):

Name, date of establishment, and kind of goods manufactured	3
Capital invested	9
Miscellaneous expenses	8
Labor and wages	26
Materials used	5
Goods manufactured	3
Months in operation and hours of labor	7
Power used in manufacture	13
Capital invested by colored persons	2
Total	76

RECAPITULATION.

Detail.	Number of inquiries.	Persons comprehended.	Minimum rate of compensation. (a)
Inquiries relating to population:			
General	30	b 62, 622, 250	2 cents.
Lusane	c 38	106, 485	5 cents.
Feeble-minded, etc.	c 36	95, 609	5 cents.
Deaf	c 42	40, 592	5 cents.
Blind	c 41	50, 568	5 cents.
Diseased or physically defective	c 28	(d)	5 cents.
Benevolence	c 48	111, 910	5 cents.
Crime	c 40	e 97, 175	5 cents.
Pauperism	c 48	f 73, 045	5 cents.
Mortality	g 18	h 428, 591	2 cents.
Surviving soldiers, sailors, and marines, and widows	12	i 1, 179, 432	5 cents.
Total	381		
Inquiries relating to agriculture:			
General	j 256	k 4, 564, 641	15 cents.
Inquiries relating to manufactures:			
General	176	m 100, 000	20 cents.

NOTES TO RECAPITULATION.

a Minimum rates of compensation per capita, paid in thickly settled districts only. In other districts higher rates per capita were paid, and in many cases per diem rates (from \$4 to \$6) were paid.

b Population of States and organized Territories. Alaska and Indian Territory enumerated by special agents at per diem rates.

c Not including first twenty-one inquiries on general population schedule, duplicated on each of the supplemental schedules for each person comprehended thereby.

d Not compiled; number of persons reporting not known.

e Includes prisoners and inmates of juvenile reformatories.

f Alms-house paupers only.

g Not including statement obtained from resident physicians as to primary and immediate cause of death.

h Number of deaths actually reported by enumerators (outside of registration areas where the mortality schedule was withdrawn).

i Surviving United States soldiers, sailors, and marines who served in the war of the rebellion, and widows of United States soldiers, sailors, and marines.

j Not including additional inquiries on special schedules relating to agriculture.

k Number of farms reported.

l Not including additional inquiries on special schedules relating to manufactures.

m Number of manufacturing establishments reported by enumerators (estimated); schedules withdrawn in 1,000 cities and given to special agents.

V.

TABLE SHOWING THE PUBLICATIONS AND COST OF EACH CENSUS OF THE UNITED STATES.

[Originally prepared by Pitman Pulsifer, formerly clerk to Committee on the Census, United States Senate, and brought down to January 1, 1897.]

Census.	Population.	Volumes published.	Number of pages.	When published.	Entire cost of census.	Title of volume.
First, 1790	3, 929, 214	1	52.....	1792.....	\$44, 377. 18	1. Return of the whole number of persons within the several districts of the United States.
Second, 1800	5, 308, 483	1	78.....	1801.....	66, 609. 04	1. Do.
Third, 1810	7, 238, 881	2	{ 90 in first..... 170 in second..... }	{ Not given..... 1813..... }	178, 444. 67	{ 1. Aggregate amount of each description of persons within the United States, etc. 2. A series of tables of the several branches of American Manufactures, exhibiting them in every county of the Union, so far as they are returned in the reports of the marshals and of the secretaries of the Territories, and of their respective assistants in the autumn of the year 1810, together with returns of certain doubtful goods, productions of the soil, and agricultural stock, so far as they have been received.
Fourth, 1820	9, 633, 822	2	{ 184 in first..... 160 in second..... }	{ 1821..... 1823..... }	208, 525. 99	{ 1. Census for 1820, etc. 2. Digest of Accounts of Manufacturing Establishments, etc.
Fifth, 1830	12, 866, 020	1	163.....	1832.....	378, 543. 13	1. Fifth Census or Enumeration of the Inhabitants of the United States (so wretchedly printed that Congress required a republication, which enhanced the cost of the Census to \$378,543.13).
Sixth, 1840	17, 069, 453	4	{ 379 in first..... 470 in second..... 410 in third..... 196 in fourth..... }	{ 1841..... 1841..... 1841..... Not given..... }	833, 370. 95	{ 1. Compendium of the Enumeration of the Inhabitants, and Statistics of the United States. 2. Sixth Census or Enumeration of the Inhabitants of the United States. 3. Statistics of the United States, etc. 4. Census of Pensioners for Revolutionary and Military Service, with their names, ages, and places of residence, etc.
Seventh, 1850	23, 181, 873	4	{ 1022 in first..... 400 in second..... 304 in third..... 143 in fourth..... }	{ 1853..... 1854..... 1855..... 1859..... }	1, 329, 027. 00	{ 1. The Seventh Census of the United States. 2. Statistical View of the United States. 3. Mortality Statistics of the Seventh Census. 4. Digest of the Statistics of Manufactures.

Table showing the publications and cost of each census of the United States—Continued.

Census.	Population.	Volumes published.	Number of pages.	When published.	Entire cost of census.	Title of volume.
Eighth, 1860....	31, 443, 321	4	694 in first..... 292 in second..... 746 in third..... 584 in fourth.....	1864..... 1864..... 1865..... 1866.....	\$1, 922, 272. 00 }	1. Population. 2. Agriculture. 3. Manufactures. 4. Mortality and Miscellaneous Statistics.
Ninth, 1870....	38, 558, 371	4	942 in first..... 804 in second..... 676 in third..... 843 in fourth.....	1872..... 1872..... 1872..... 1872.....	3, 336, 511. 00 }	1. Compendium. 2. Population and Social Statistics. 3. Vital Statistics. 4. Wealth and Industry.
Tenth, 1880....	50, 155, 763	22	961 in first..... 1198 in second..... 1149 in third..... 869 in fourth..... 924 in fifth..... 848 in sixth..... 909 in seventh..... 910 in eighth..... 612 in ninth..... 843 in tenth..... 767 in eleventh..... 803 in twelfth..... 541 in thirteenth..... 705 in fourteenth..... 1025 in fifteenth..... 746 in sixteenth..... 672 in seventeenth..... 915 in eighteenth..... 843 in nineteenth..... 716 in twentieth.....	1883..... 1883..... 1883..... 1883..... 1884..... 1884..... 1884..... 1884..... 1884..... 1884..... 1884..... 1885..... 1886..... 1885..... 1885..... 1886..... 1887..... 1886..... 1887..... 1886.....	5, 862, 750. 24 }	1. Statistics of Population. 2. Statistics of Manufactures. 3. Statistics of Agriculture. 4. Agencies of Transportation. 5. Cotton Production in the United States, part 1. 6. Cotton Production in the United States, part 2. 7. Valuation, Taxation, and Public Indebtedness. 8. Newspapers, Alaska, and Ship-building. 9. Forest Trees of North America, and Portfolio of Maps. 10. Petroleum, Coke, and Building Stones. 11. Mortality and Vital Statistics, part 1. 12. Mortality and Vital Statistics, part 2. 13. Statistics and Technology of the Precious Metals. 14. Mining Laws of the United States. 15. Mining Industries of the United States. 16. Water Power of the United States, part 1. 17. Water Power of the United States, part 2. 18. Social Statistics of Cities, part 1. 19. Social Statistics of Cities, part 2. 20. Wages, Prices of Necessaries of Life, Trades Societies, and Strikes and Lockouts. 21. Defective, Dependent, and Delinquent Classes. 22. Power and Machinery employed in Manufactures, and the Ice Industry. Compendium, in two parts.

Table showing the publications and cost of each census of the United States—Continued.

Census.	Population.	Volumes published.	Number of pages.	When published.	Entire cost of census.	Title of volume.
Eleventh, 1890.	62, 622, 250	25	\$11, 546, 662. 50	<p><i>Condition of volumes January 1, 1897.</i></p> <ol style="list-style-type: none"> 1. Population—Part 1. Published. 2. Population—Part 2. In hands of printer. 3. Vital and Social Statistics—Part 1. In hands of printer. 4. Vital and Social Statistics—Part 2. Published. 5. Vital and Social Statistics—Part 3. Published. 6. Vital and Social Statistics—Part 4. Published. 7. Insane, Feeble-minded, Deaf and Dumb, and Blind. Published. 8. Crime, Pauperism and Benevolence—Part 1. Published. 9. Crime, Pauperism and Benevolence—Part 2. Published. 10. Churches. Published. 11. Manufactures—Part 1. Published. 12. Manufactures—Part 2. Published. 13. Manufactures—Part 3. Published. 14. Wealth, Debt, and Taxation—Part 1. Published. 15. Wealth, Debt, and Taxation—Part 2. Published. 16. Insurance—Part 1. Published. 17. Insurance—Part 2. Published. 18. Agriculture, Irrigation, and Fisheries. Published. 19. Transportation—Part 1. Published. 20. Transportation—Part 2. Published. 21. Mineral Industries. Published. 22. Indians. Published. 23. Alaska. Published. 24. Real Estate Mortgages. Published. 25. Farms and Homes: Proprietorship and Indebtedness. Published. <p>Compendium—Part 1. Published. Compendium—Part 2. In hands of printer. Abstract. Published. Atlas. In hands of printer.</p>

VI.

MEMORIAL OF THE COMMITTEE OF THE AMERICAN ECONOMIC ASSOCIATION AND THE AMERICAN STATISTICAL ASSOCIATION, PRAYING THE PASSAGE OF THE LEGISLATION FOR THE MORE EFFECTIVE ORGANIZATION OF THE UNITED STATES CENSUS.

To the honorable the Senate and House of Representatives of the United States:

Your memorialists, a joint committee¹ appointed by the American Economic Association and the American Statistical Association to consider the question of the organization of the Twelfth Census, having given the subject patient and careful consideration, respectfully call the attention of Congress to the importance of establishing at once a permanent and independent census office.

In so doing they are actuated by an earnest desire for the scientific development of statistics in the United States. They represent learned societies, whose members come, through their professional duties, in constant, almost daily contact with the work of the census. One of these bodies is expressly devoted to the study of statistics and to the cultivation of that science. The other, devoted to the problems of economic life, also employs the information contained in the census as the necessary basis for much of its investigation and research. They represent the point of view of those who use statistics. Numerically they are but a few among the many consumers of statistics. Our legislatures, our public offices, and our entire newspaper press are the daily consumers of statistical data. It is, therefore, not in the interest of a special cause, but in the general interest, that we plead for methods of census administration which would tend to increase its efficiency and heighten the value of its results.

In many departments of statistical work the publications of the United States Government occupy an honorable place. Through the liberal provision which has been made in the past for statistical inquiry, the United States has been able to contribute substantially to the development of statistical methods and to the extension of statistical research. But the work of the Government is uneven and sometimes fails to reach the highest standard. This is true of the census, the largest statistical undertaking of the Government, upon which money and effort are so generously lavished. There can not be a moment's doubt that this work should be brought to the highest possible standard of statistical excellence.

It is no reproach to the census as a whole, nor to the gentlemen who have administered the Census Office, to say that in many respects the census reports are unsatisfactory to us as students of statistics and to the people of the United States.

We allude particularly to the attempt to cover too much ground, the enormous cost of the undertaking, and the delay in the publication of the completed tabular results. These criticisms all grow out of the

¹ The American Economic Association, at its session at Indianapolis, on the 30th of December, 1895, passed the following resolutions:

"Resolved, That the American Economic Association express its sympathy with all efforts to improve census methods in the United States; and that the president appoint a committee to promote, if possible, an effective cooperation with the United States authorities in the plan and methods of future census operation.

"Resolved, That the American Statistical Association be invited to appoint a like committee to act with the committee of the American Economic Association."

The American Statistical Association accepted the invitation given in the second resolution.

legislation under which the census is taken. The defects of our present temporary organization may be summarized under the following heads:

1. *Accumulation of inquiries at the same period of time.*
2. *The lack of continuity in census work.*
3. *The haste with which the whole machinery of the census is placed in motion.*

1. The census of the United States has become so vast an undertaking that it overtaxes the energies of the Superintendent. It might almost be said that under the present system the name "Superintendent" is a misnomer. No superintendent can do the work which that name implies. He can not have a personal part in the shaping and planning of each of the twenty or more large volumes which constitute the American census. He must rely largely upon his assistants. As a result, the census is too often conducted as so many distinct inquiries which have nothing in common except a name. The census is not a unit, but an aggregate of ill-assorted parts. The further result of this overcrowding of inquiries is the delay in the publication of census results. It is unnecessary to point out how much the present utility of the census work is diminished on account of this delay. It is the primary object of statistics to examine actual conditions, and when a period of five to ten years has elapsed the feeling is universally prevalent that conditions have changed.

2. The census is at present an isolated operation and lacks continuity. The temporary character of the office renders difficult the proper preservation of the records and experience of former years. At each census the whole work of preparation and organization must be begun anew. It is evident that this involves a waste of effort, which, expended in other channels, would materially enhance the value of the census.

3. It is a fact of experience that the organization of the temporary census office has, in the past, been begun very late. The whole work of preparation is crowded into a few months. The preparatory work involved in any statistical undertaking is of the greatest importance and is the key to the success of the inquiry. Inasmuch as the plan once adopted can not be changed, it is important that every detail should be well considered in advance. Unless the plan be fully matured, the inquiry may fail of its purpose and be inadequate to investigate properly the conditions with which it is concerned. On the other hand, an efficient preparation would, in the long run, mean economy. Through such a preparation superfluous or useless questions would be avoided. Through such a preparation the elaboration of the reports, when received, would proceed in the most economical manner. In both of these ways the cost of the undertaking would be materially diminished.

The project of a permanent and independent census office has our warmest commendation. Such an office would remedy the defects which have been mentioned and would afford an opportunity for improvement along many lines.

The connection of the many inquiries which constitute our census with one another is not so close that it would be unsuitable to separate them. Some, indeed, are intimately bound up with the enumeration of the population, but this is not the case with all of them. With a permanent census office, there could be no objection to distributing the inquiries over the decade, instead of concentrating them in a single year. This would be an advantage in many ways. It would permit the census work to be more intensive. Under such conditions a superintendent could really superintend the work of his office. By concentrating the attention of the latter upon a few inquiries at a time, each could receive his personal supervision, and thus all of the census work

could be rendered harmonious. The advantage of having a smaller, comparatively compact, and trained clerical force is obvious. At the present time the census office is at the height of its activity, the largest administrative office under the United States Government. Its employees, recruited in haste for temporary work, do not have the same average efficiency as could be expected with permanent employment. At times, under any organization, additional clerical service would be necessary, but there would be formed a group of employees whose work was permanently given to the census office.

A permanent office permits the continuity of census work, which is so conspicuously lacking under the present system.

Once established, it could give to the preparation of all census work the time and forethought which it requires. The experience gained would contribute directly to the perfection of succeeding work. The regular occurrence of inquiries at specified times would enable the office to take them in hand early enough to secure the best results.

The time is none too soon for beginning the preparation for the coming census. Nothing more unfortunate for the success of a permanent bureau could occur than a delay in its establishment until a few months prior to June 1, 1900.

The permanent and independent census furnishes the best guaranties for improvement in statistical work, if established under proper conditions. But it would be a grave misfortune to postpone the organization of such a bureau until shortly before the time for taking the next census. We can not urge too strongly that consideration be given at an early date to this question. If, as it should, the census of 1900 is to be an advance over those of preceding years, thorough preparation for the work is indispensable. We are convinced that the gravest difficulty which has hitherto impeded the work of the census is the haste with which it has been planned and executed.

It is not alone in the interest of statistical science, but in the interests of the public, which has an undoubted right to the most accurate and prompt information which the Census Office can furnish, that we urge the adoption of a measure which will attain this end and mark distinct progress in the statistical work of the Government.

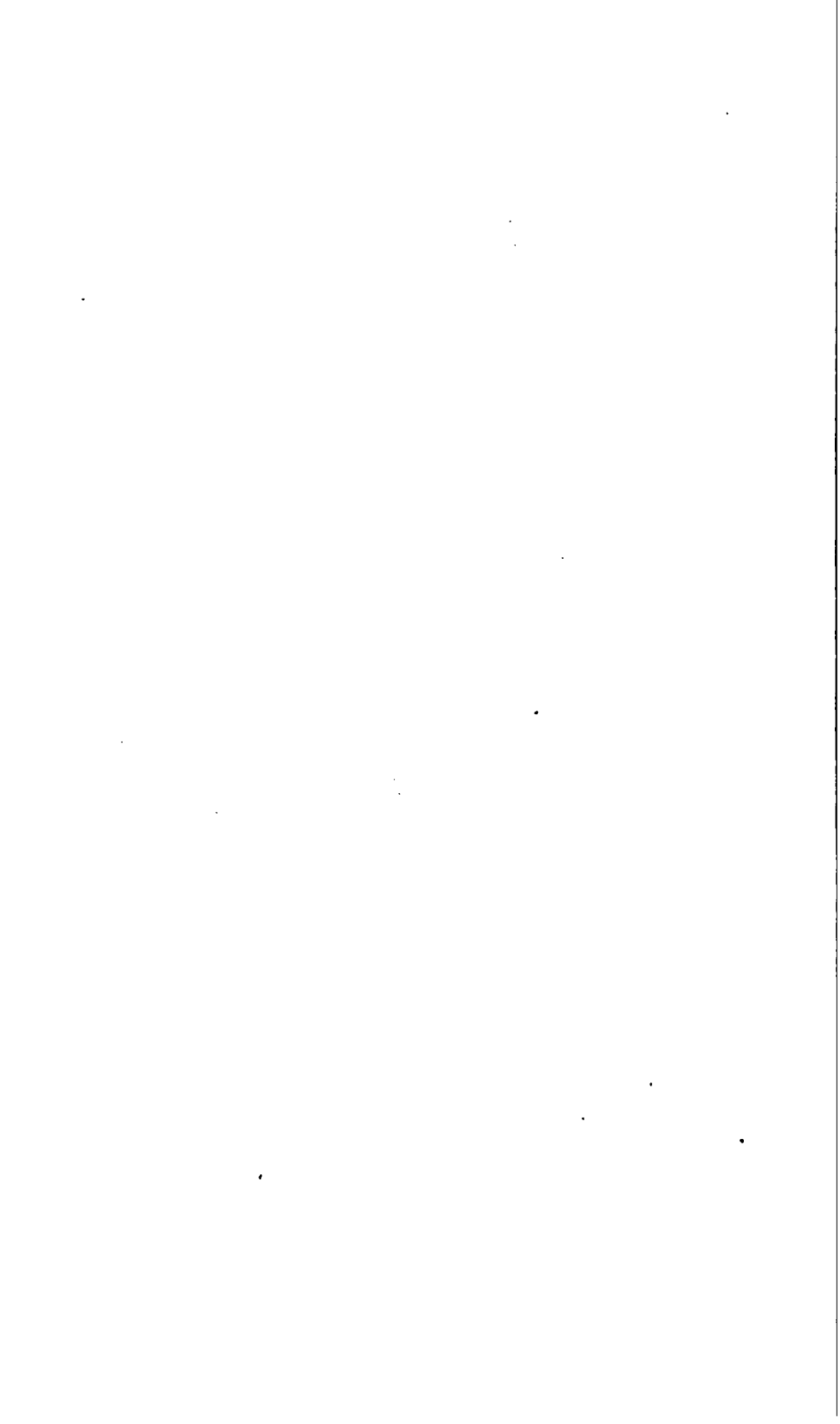
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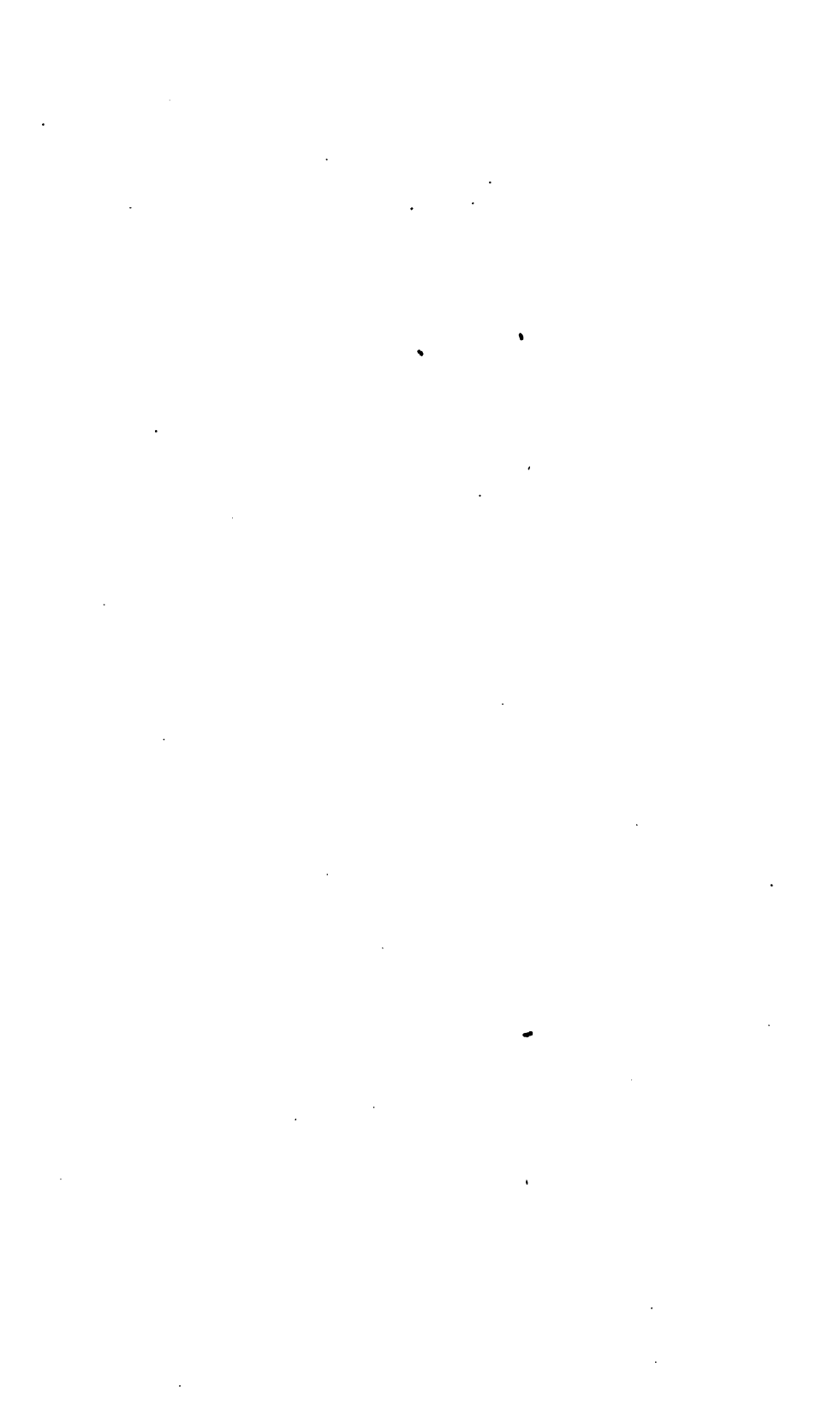
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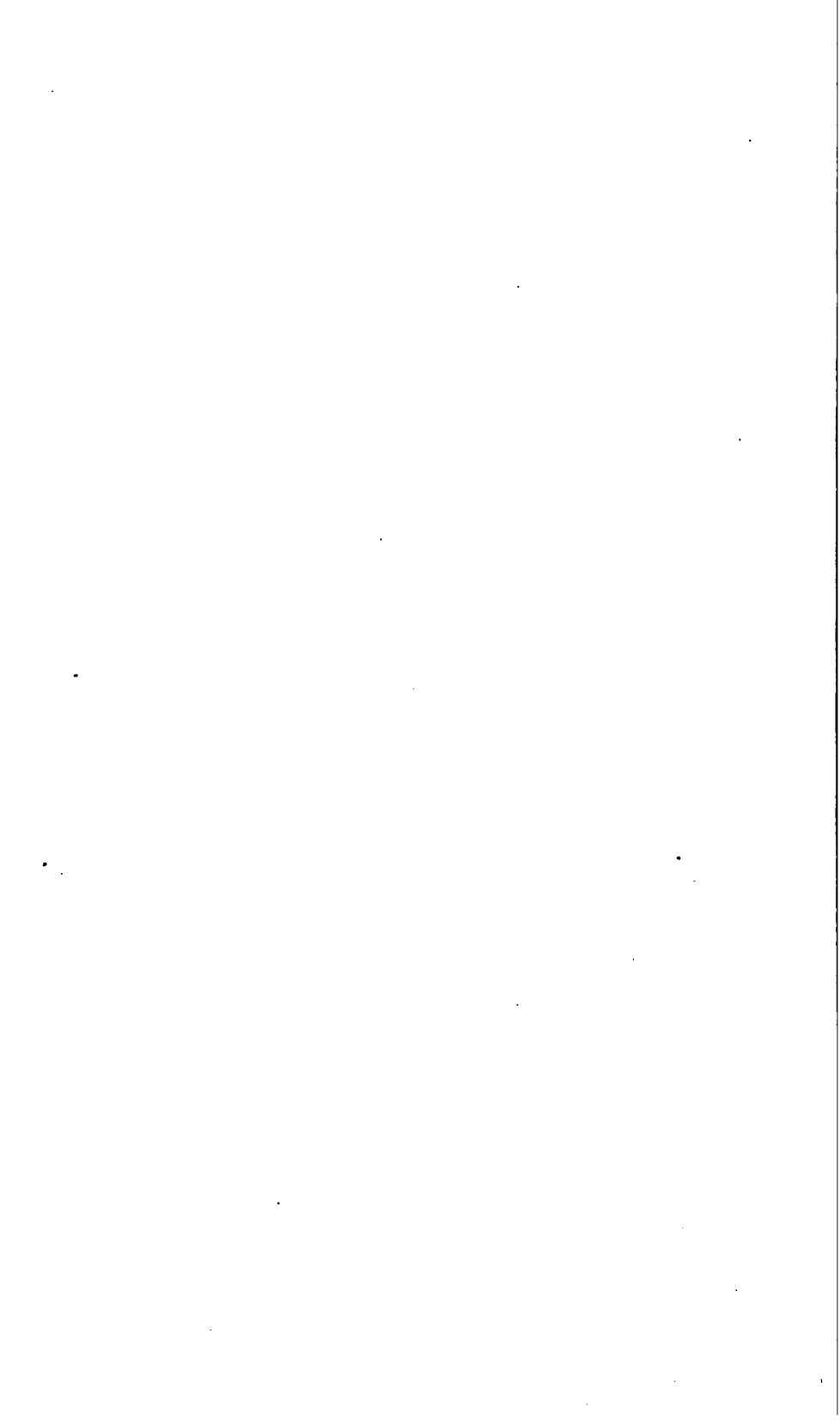


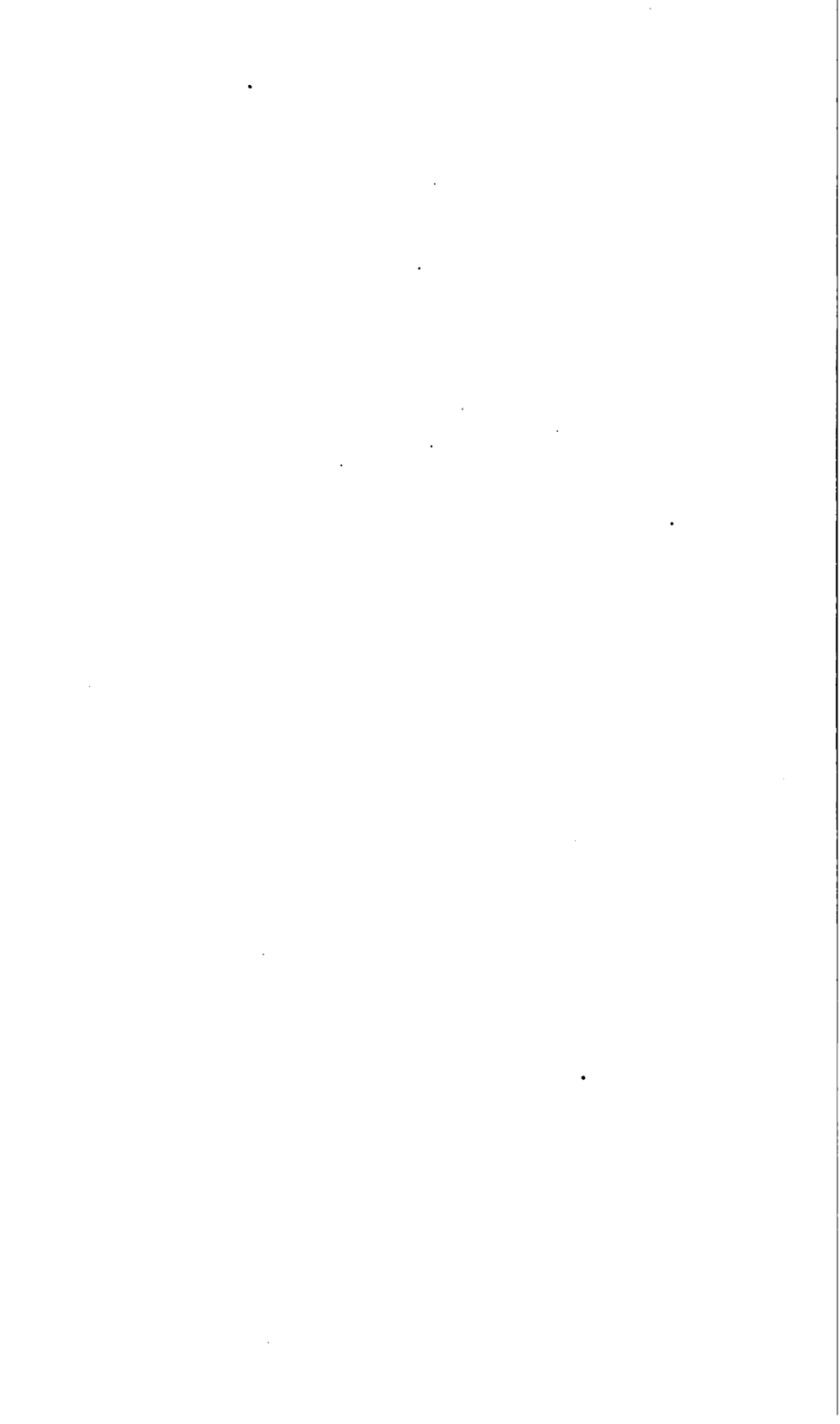


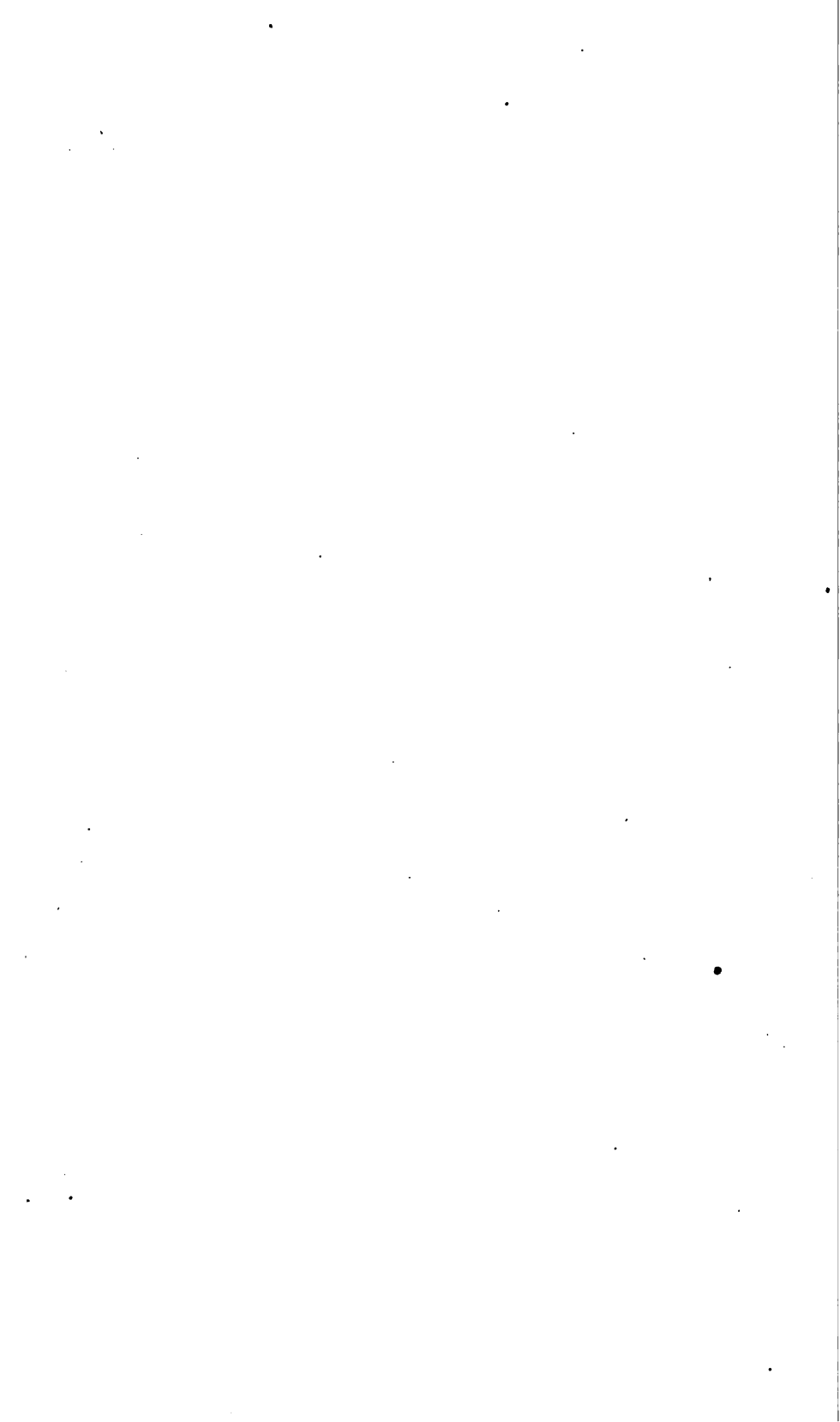


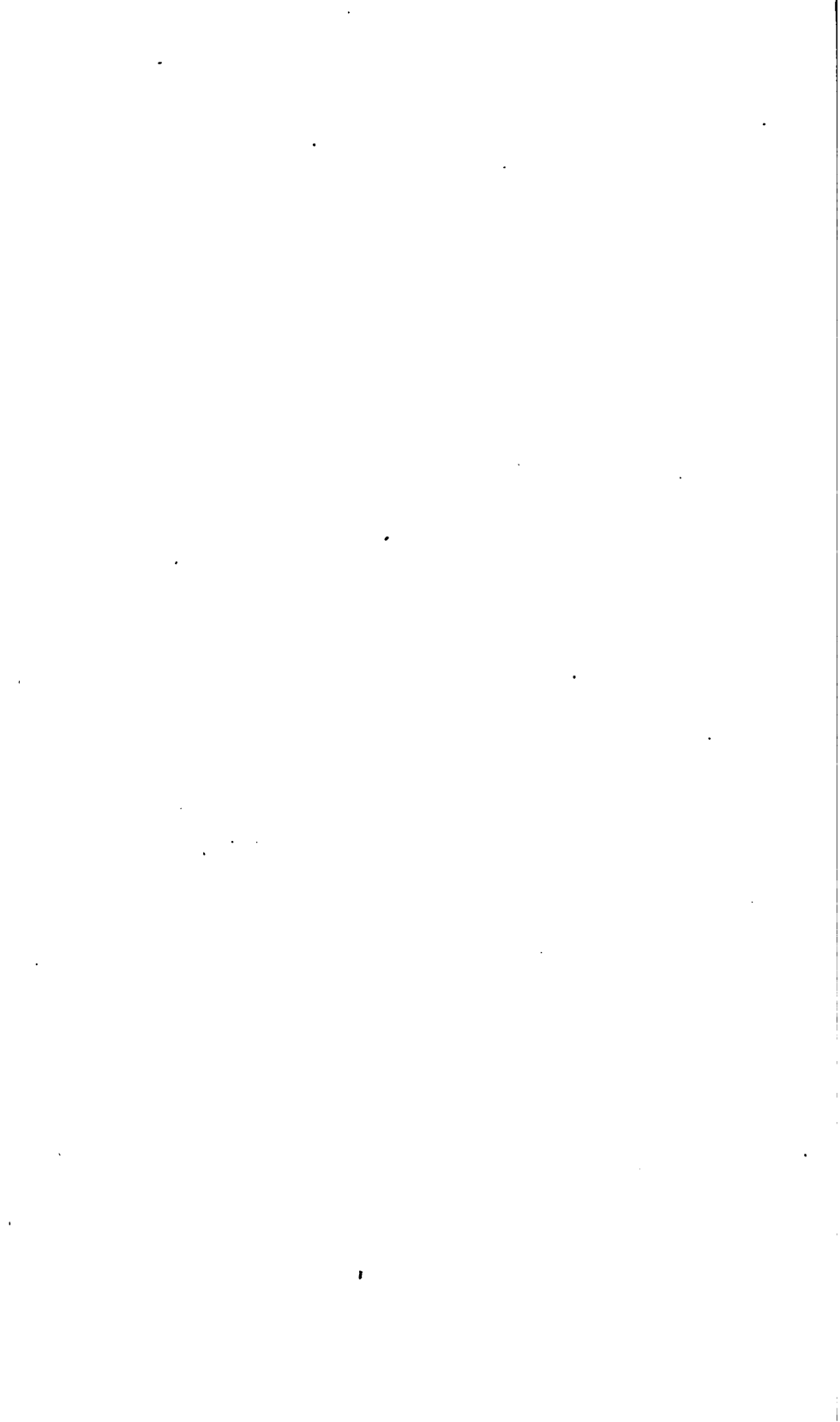


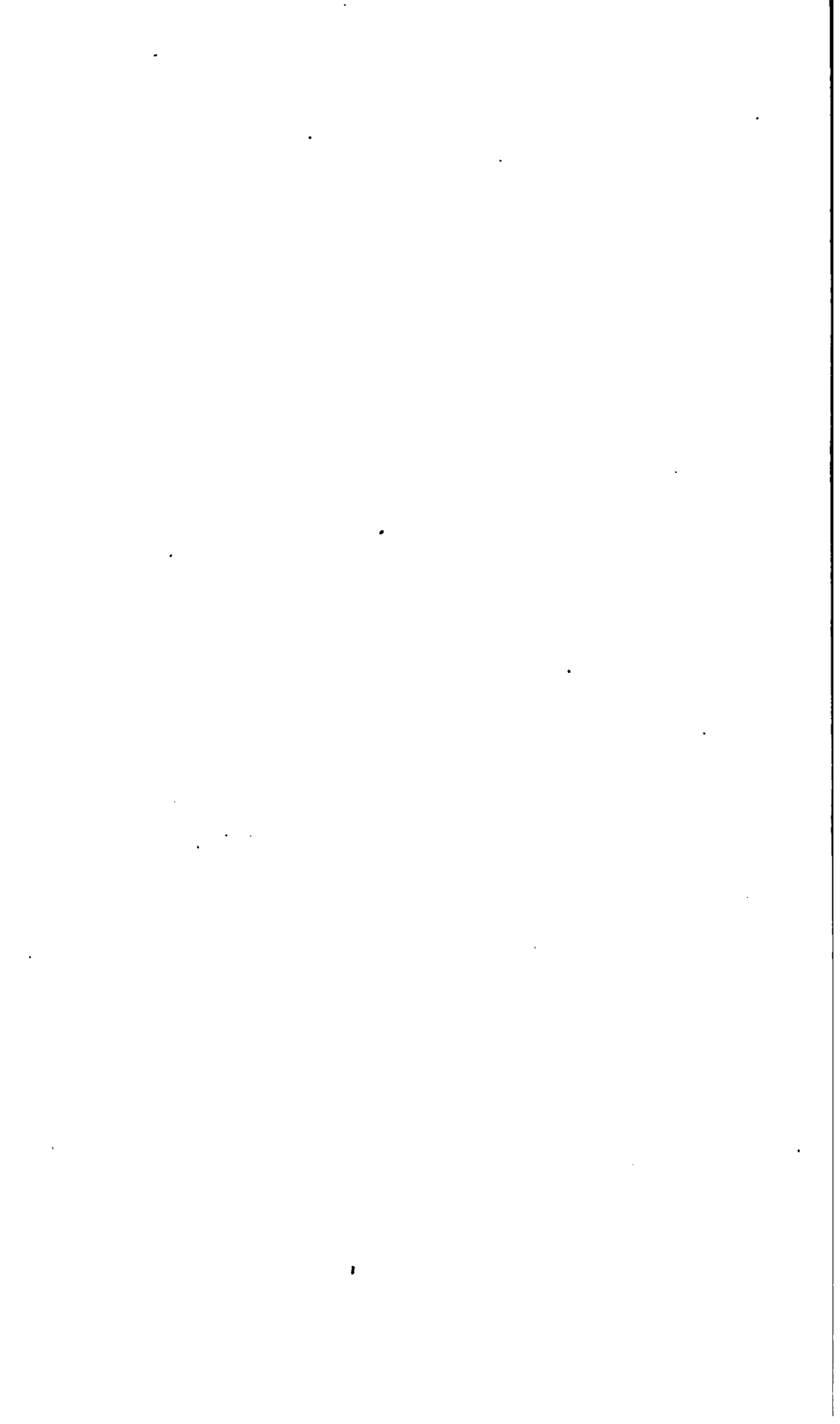


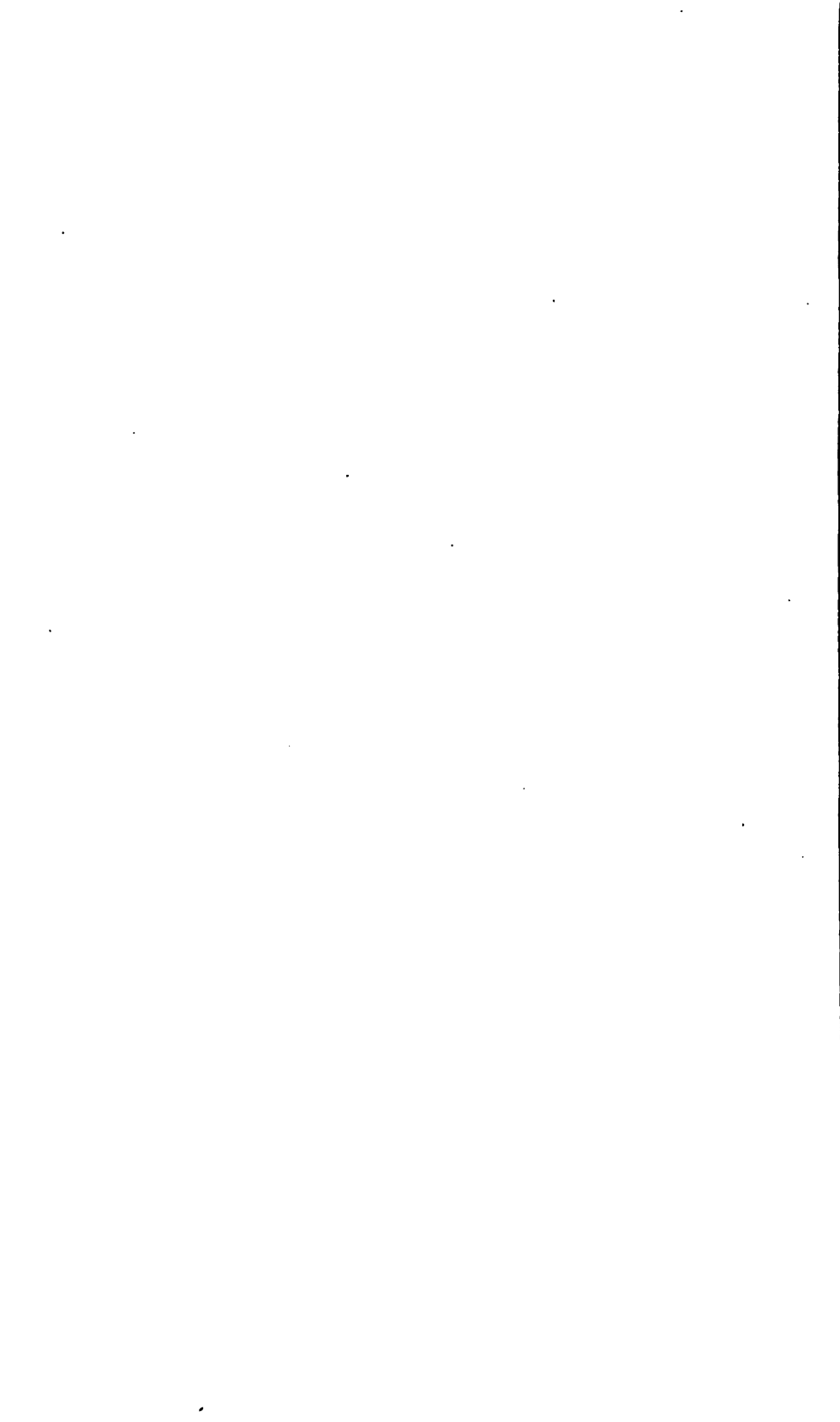




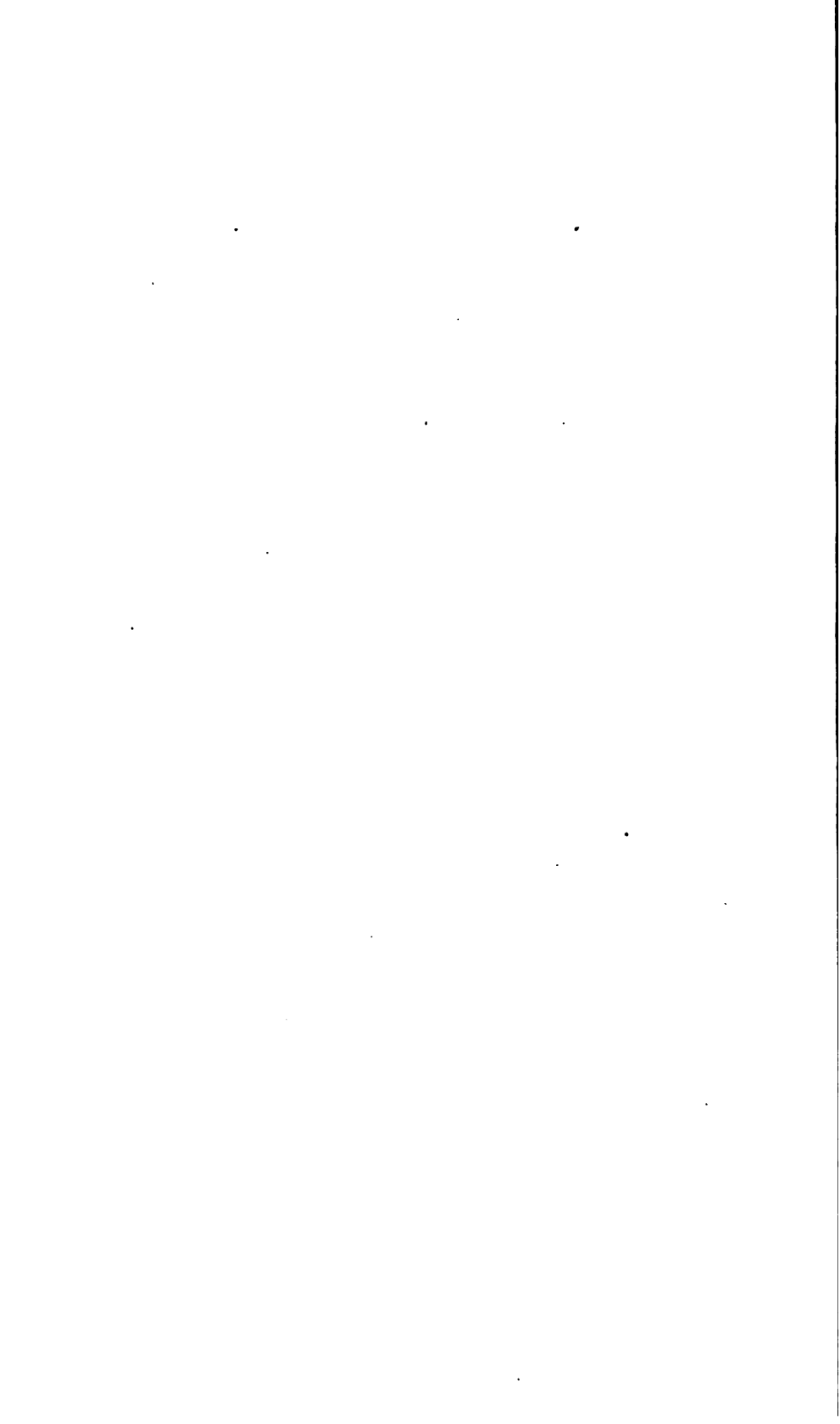




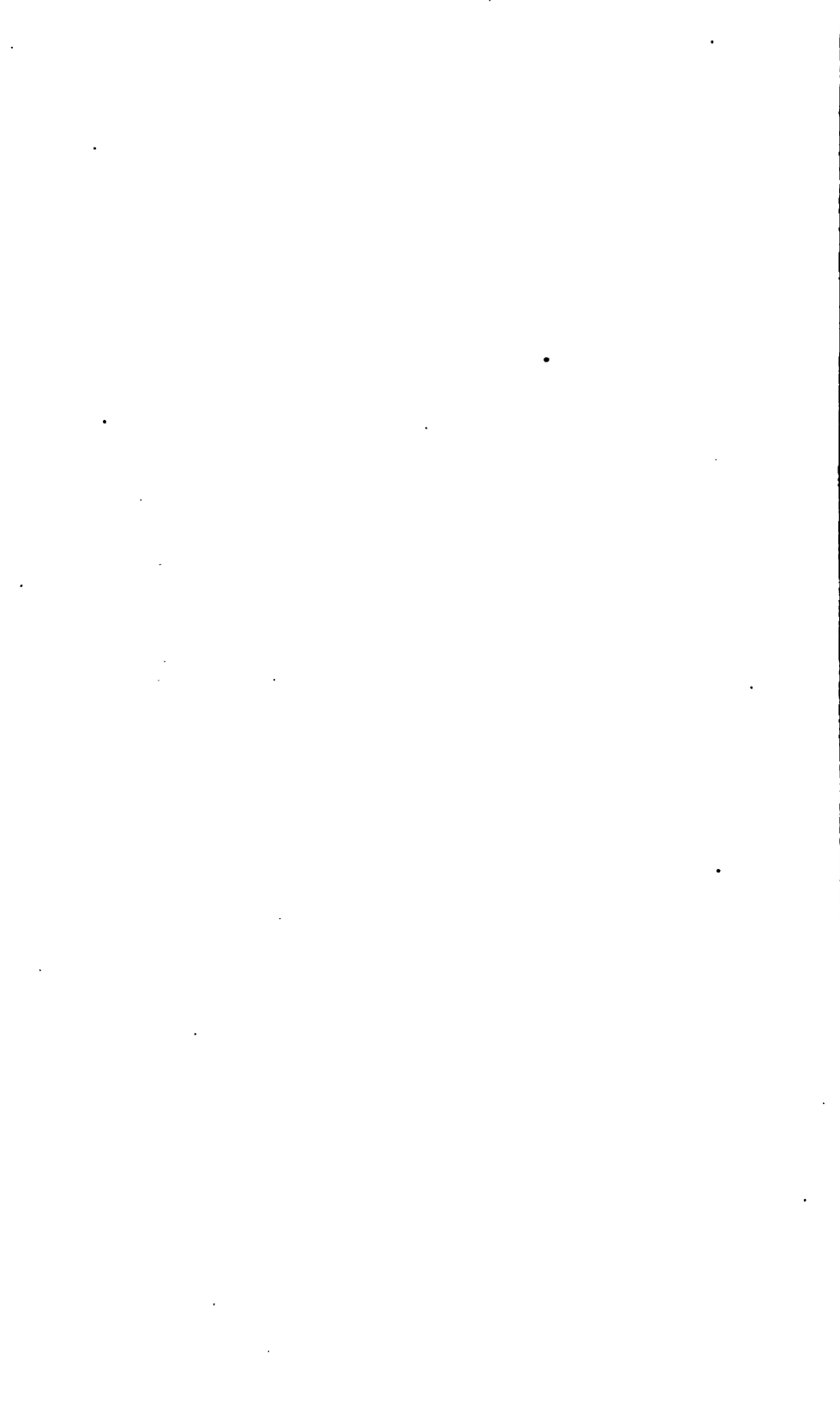


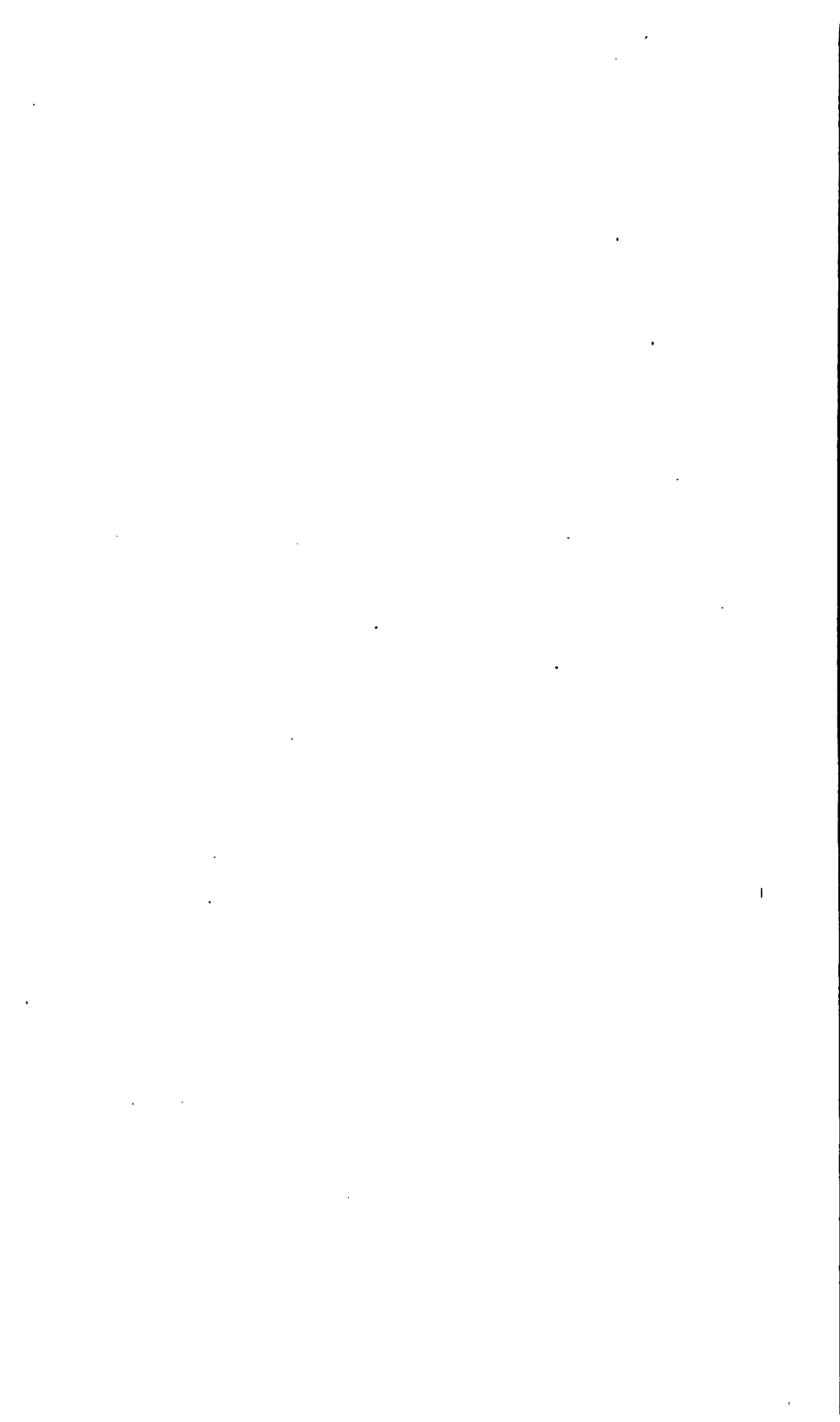


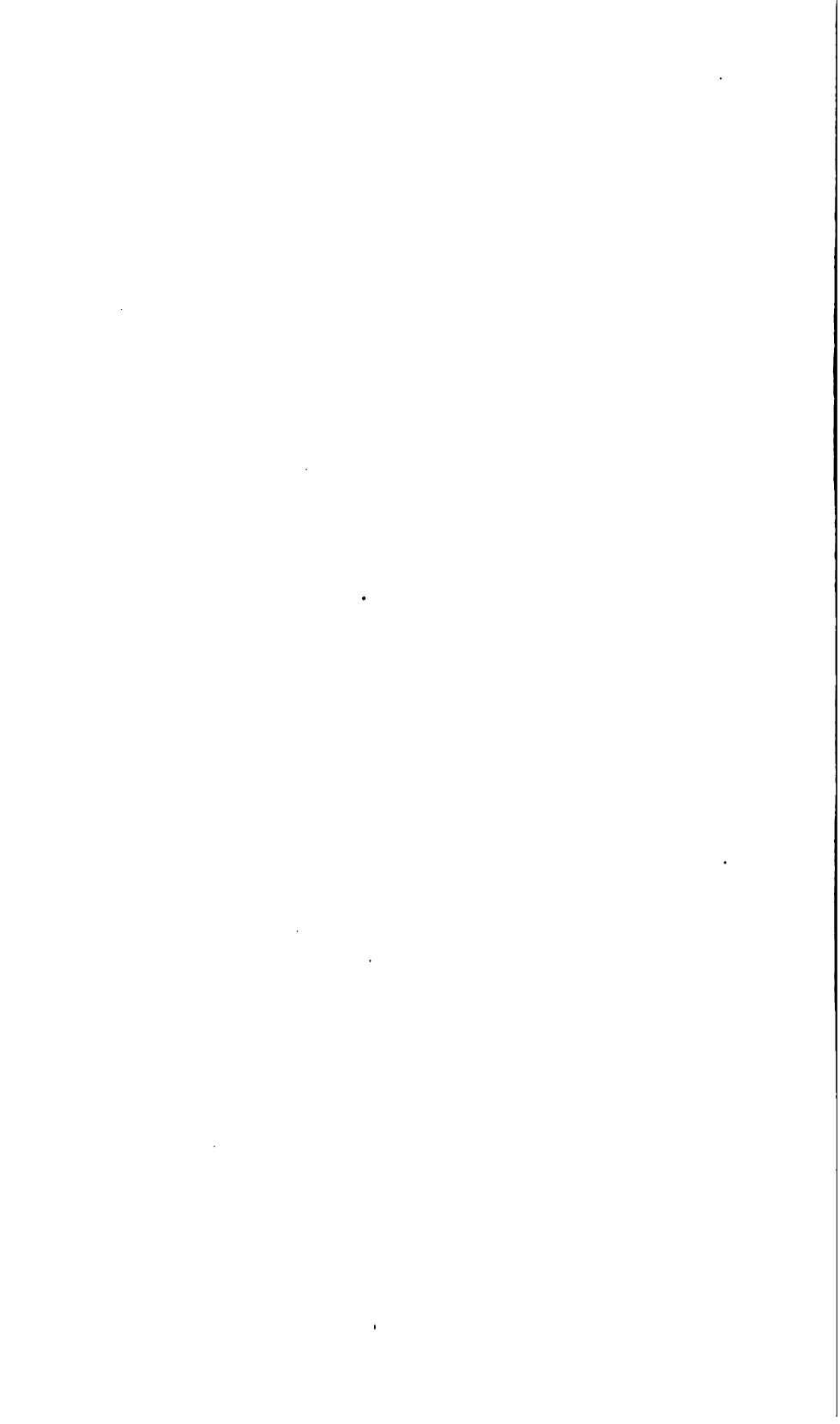




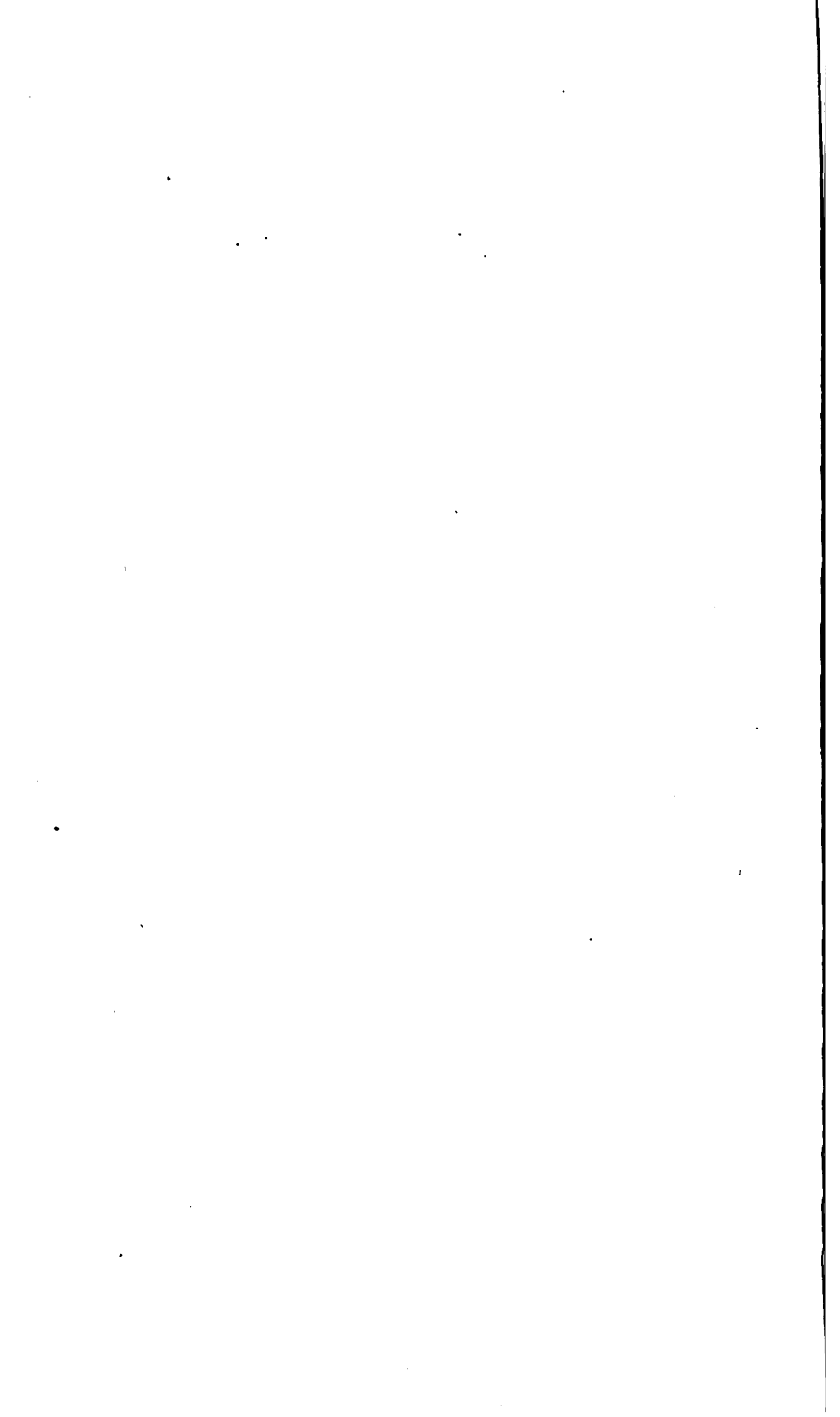




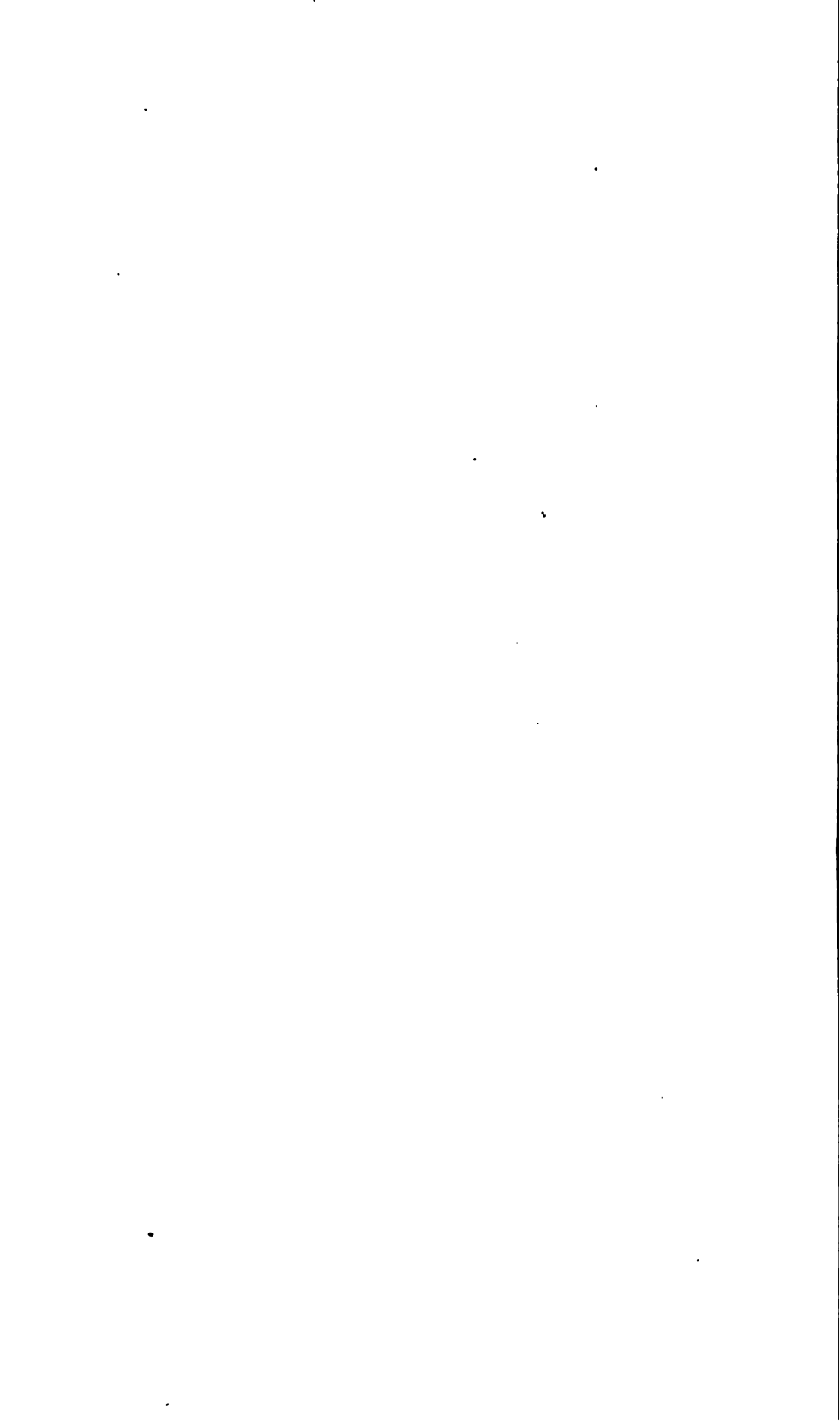


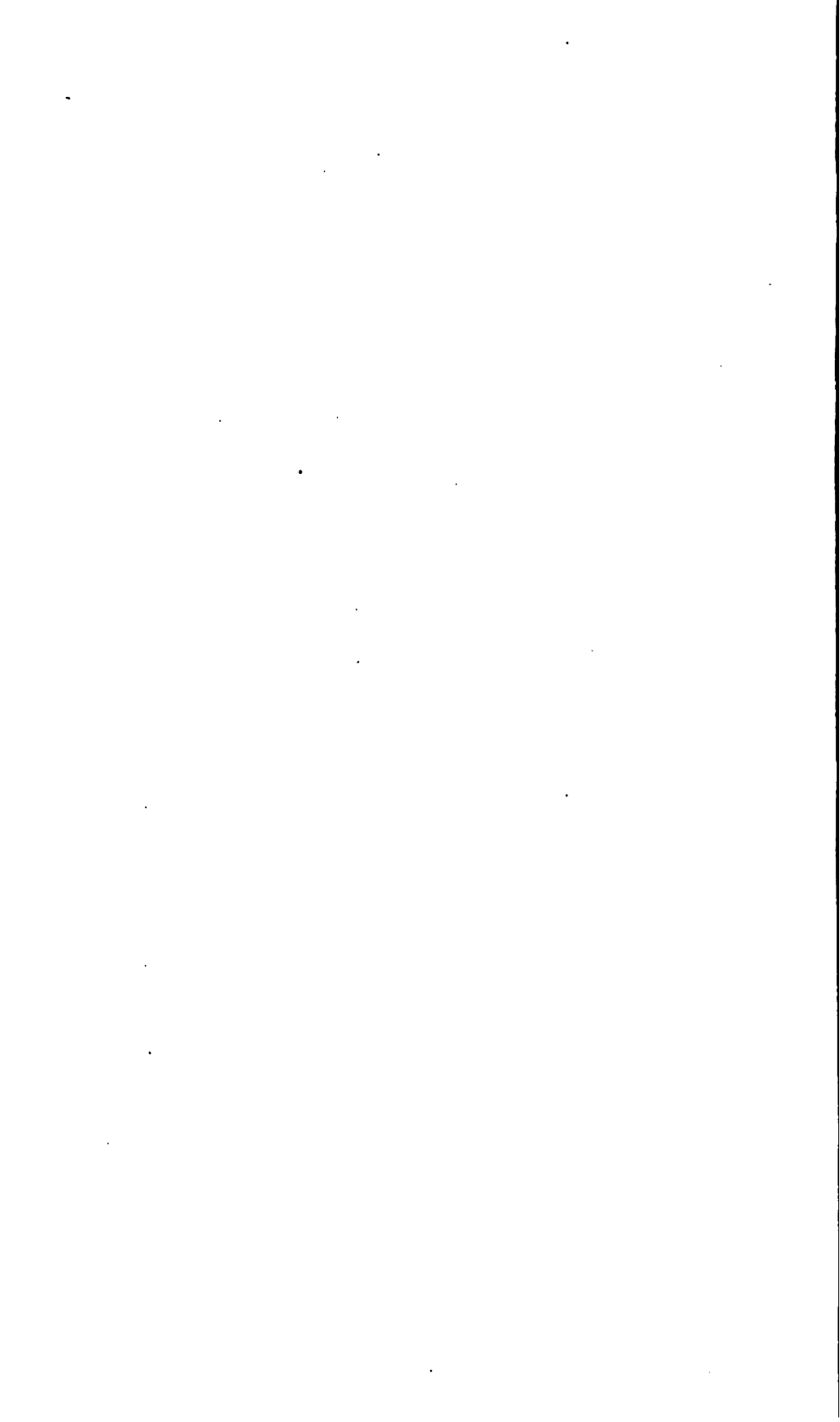


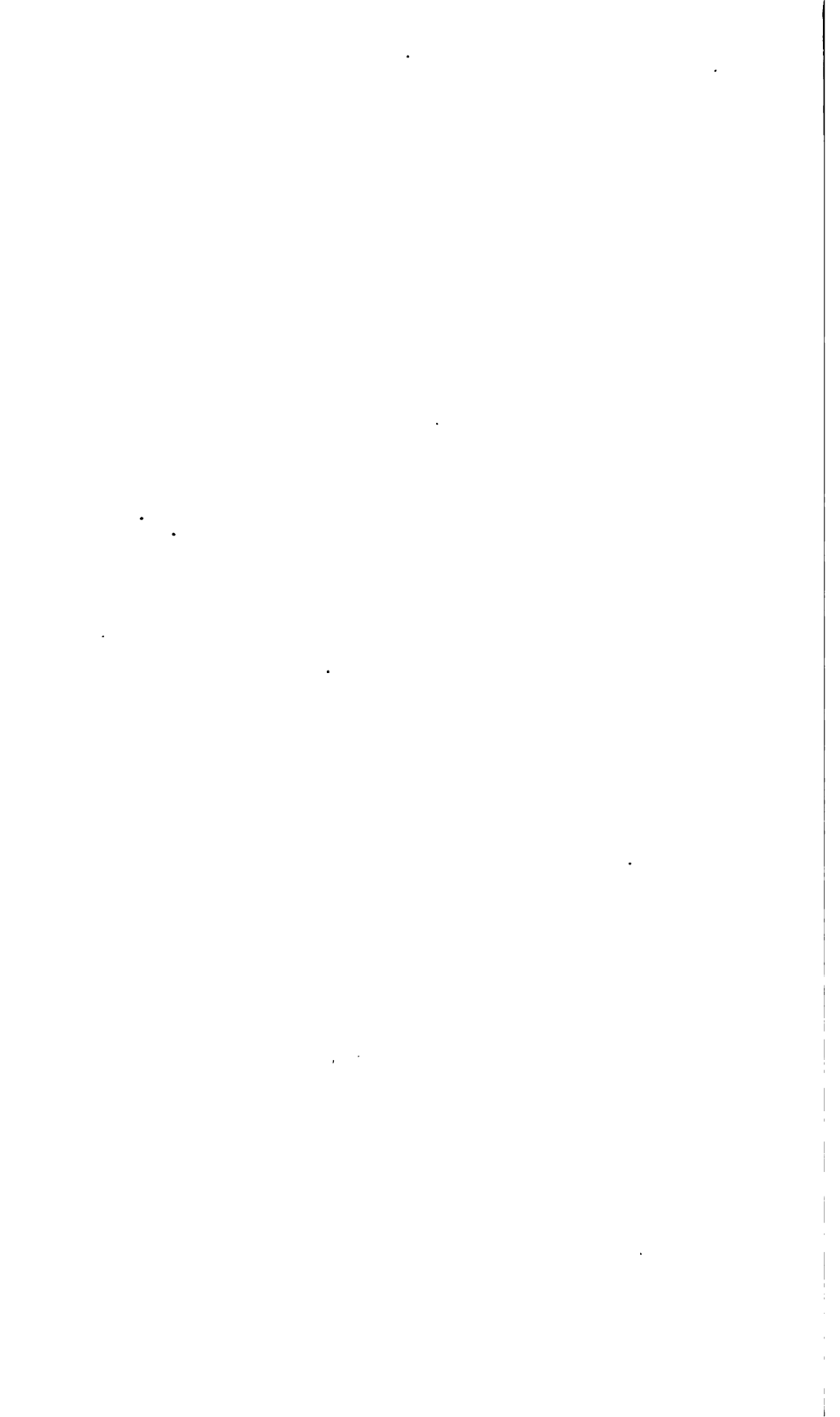


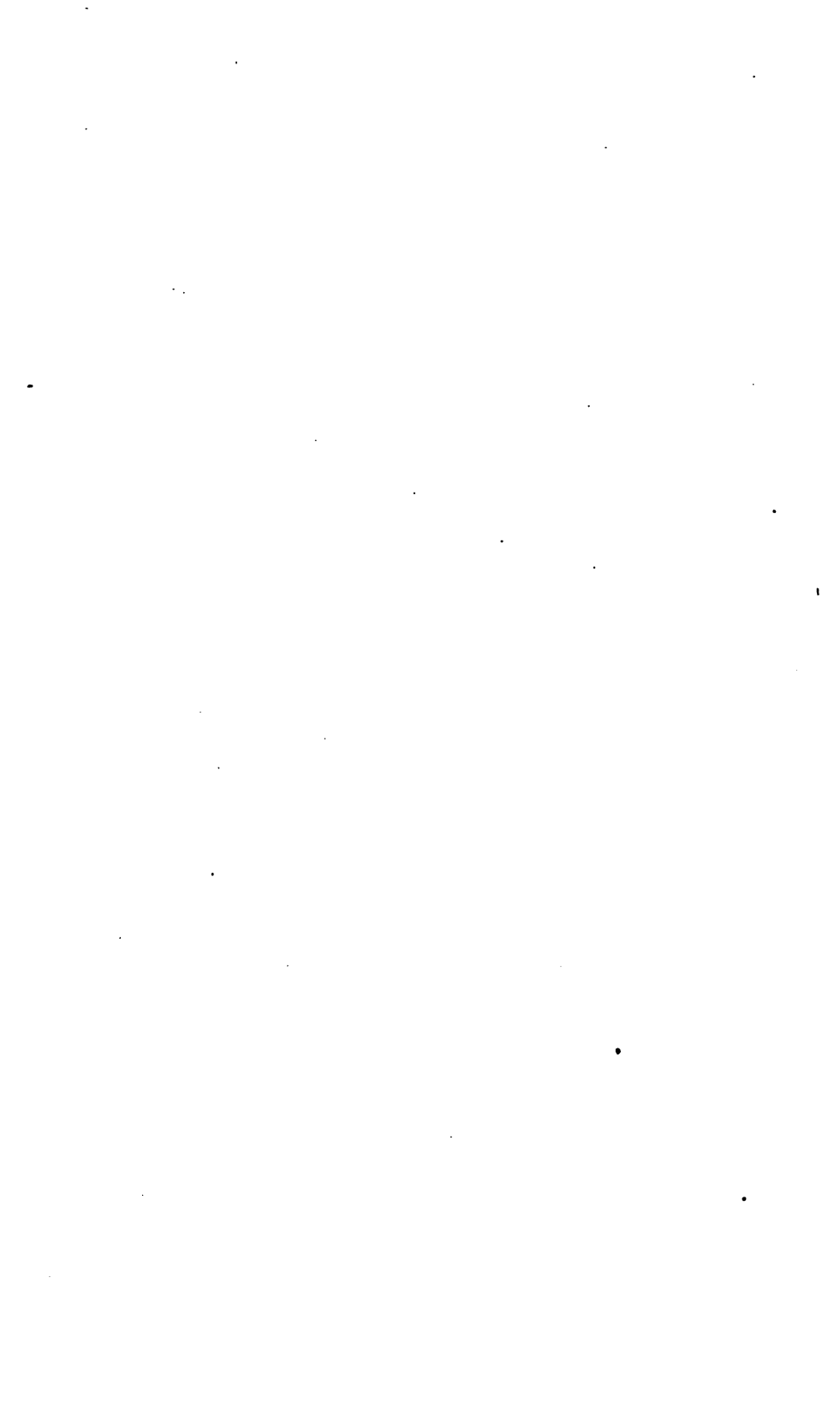


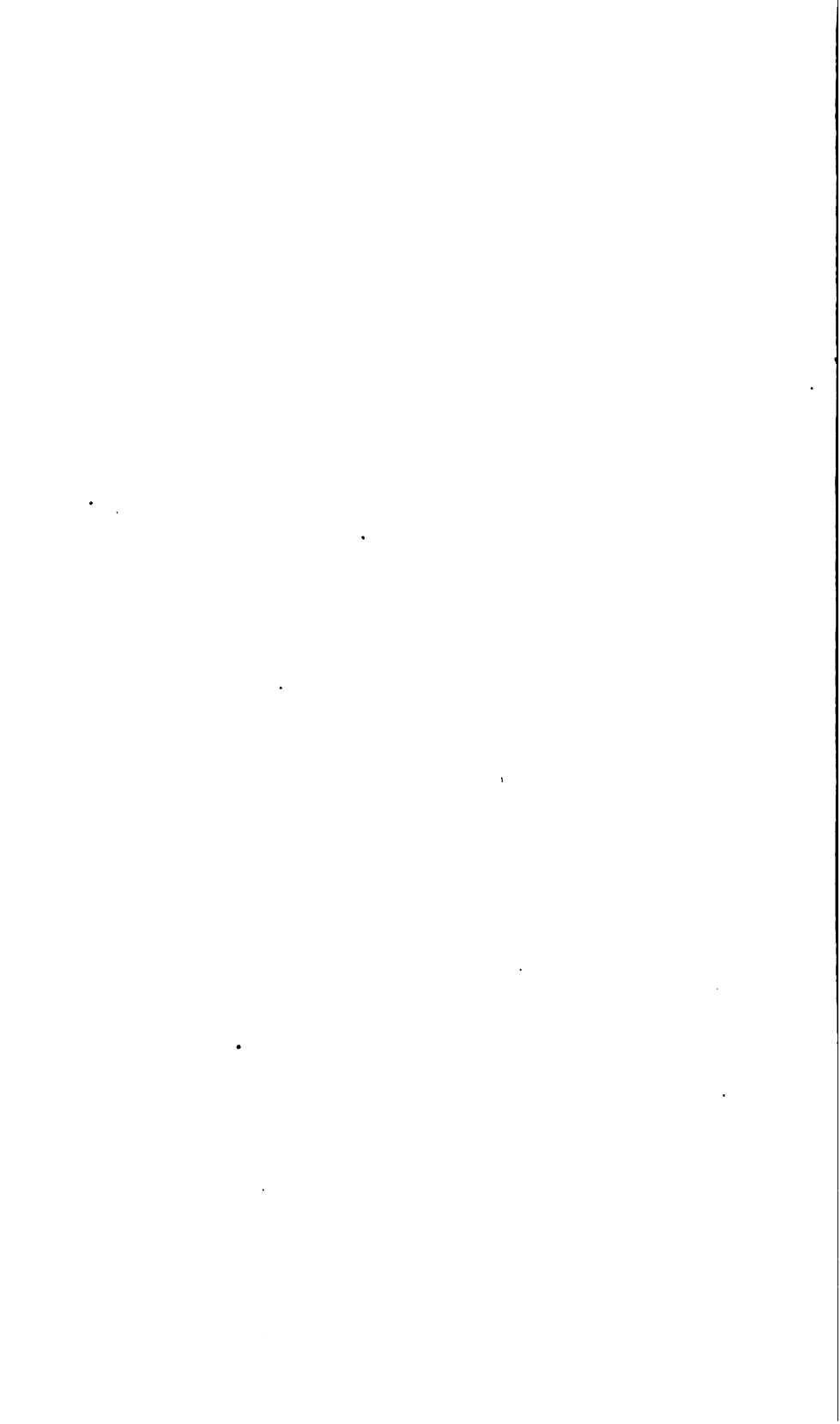






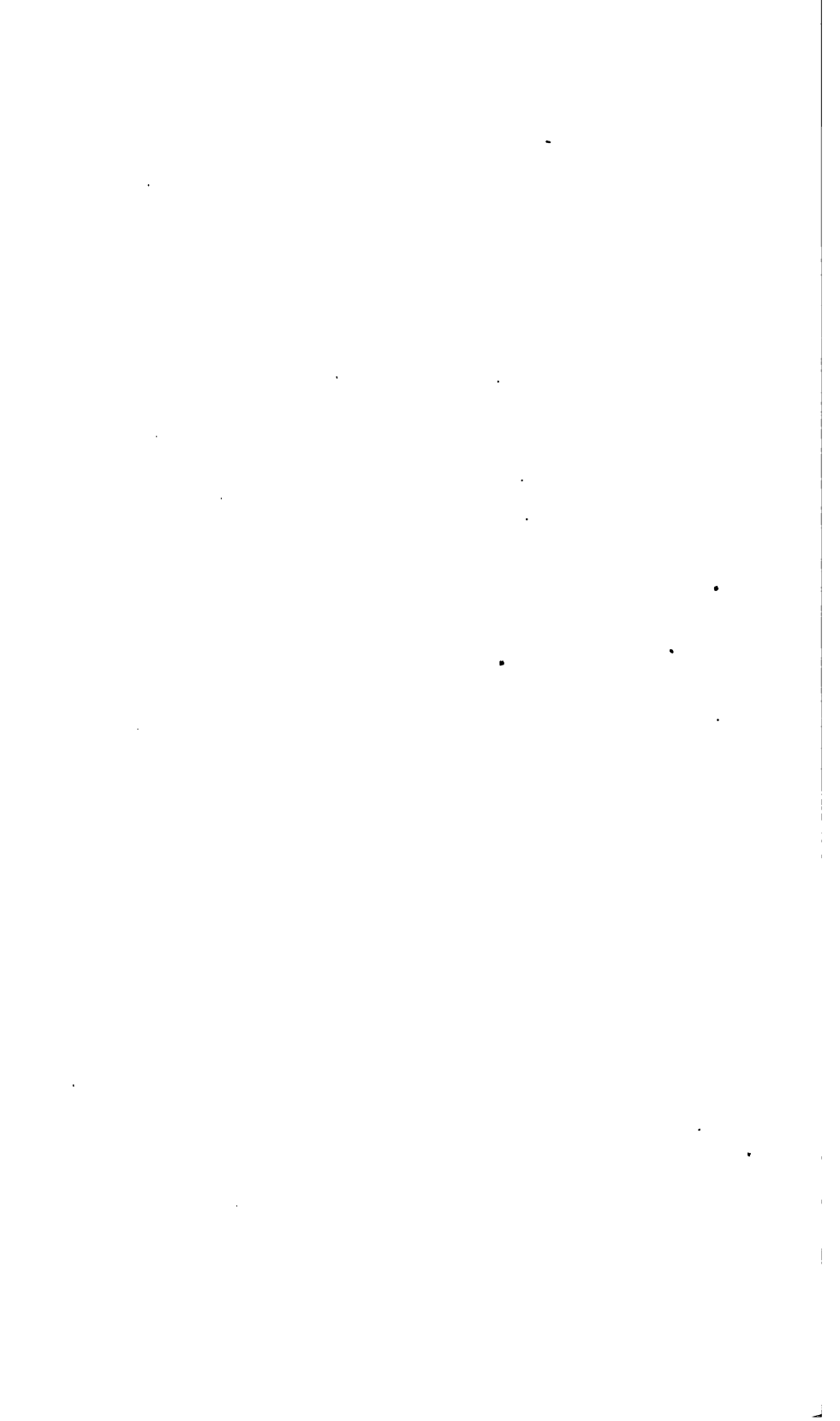




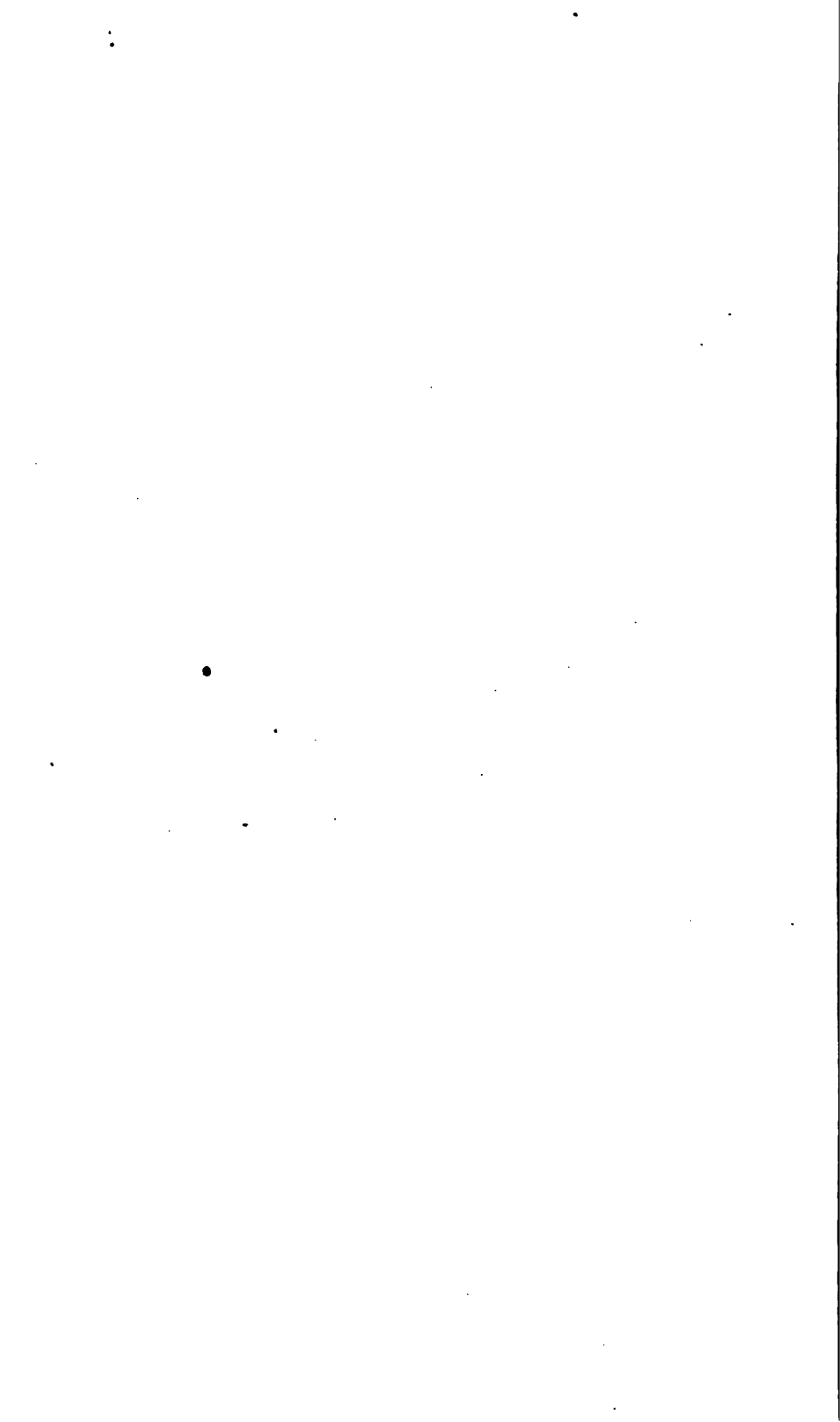


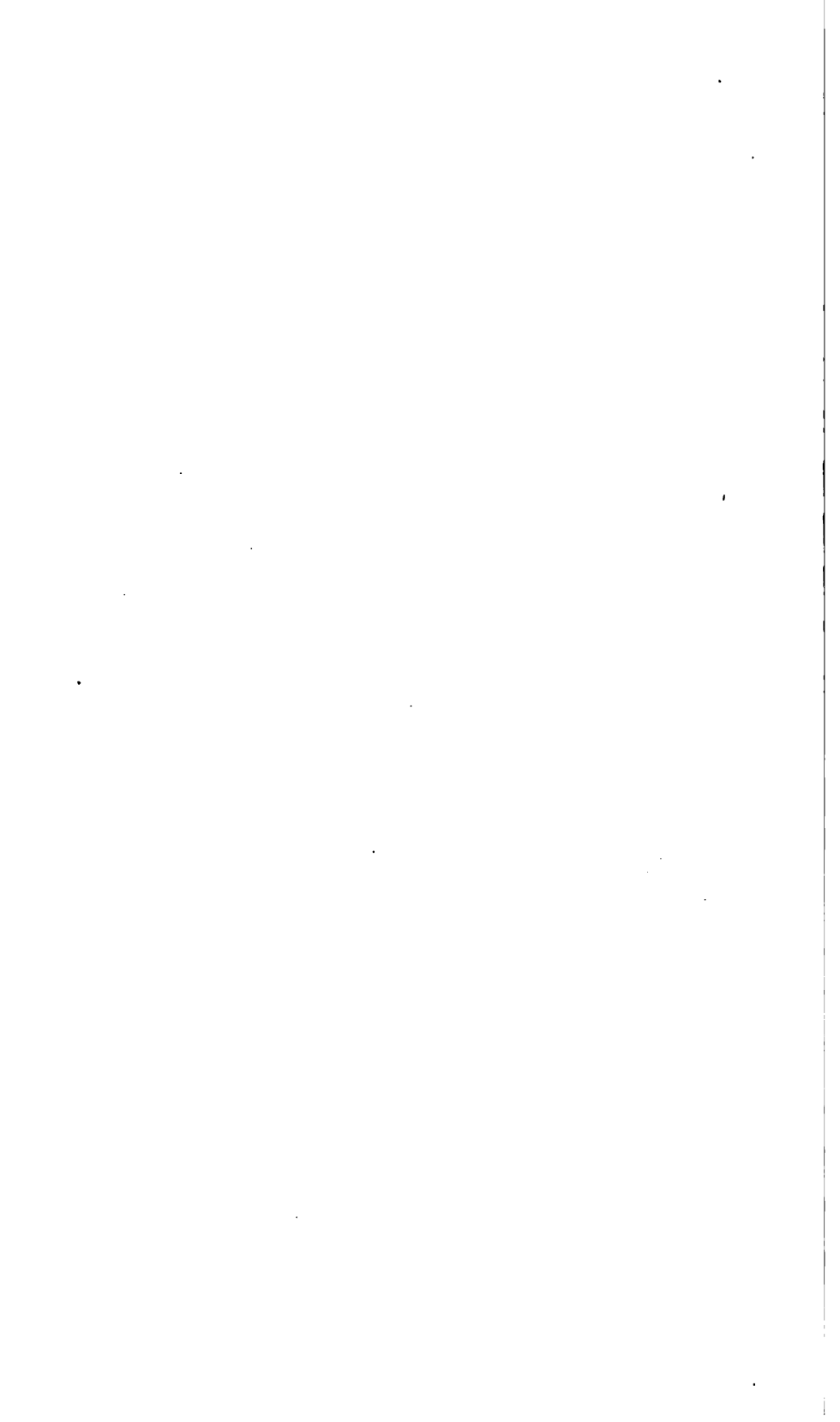


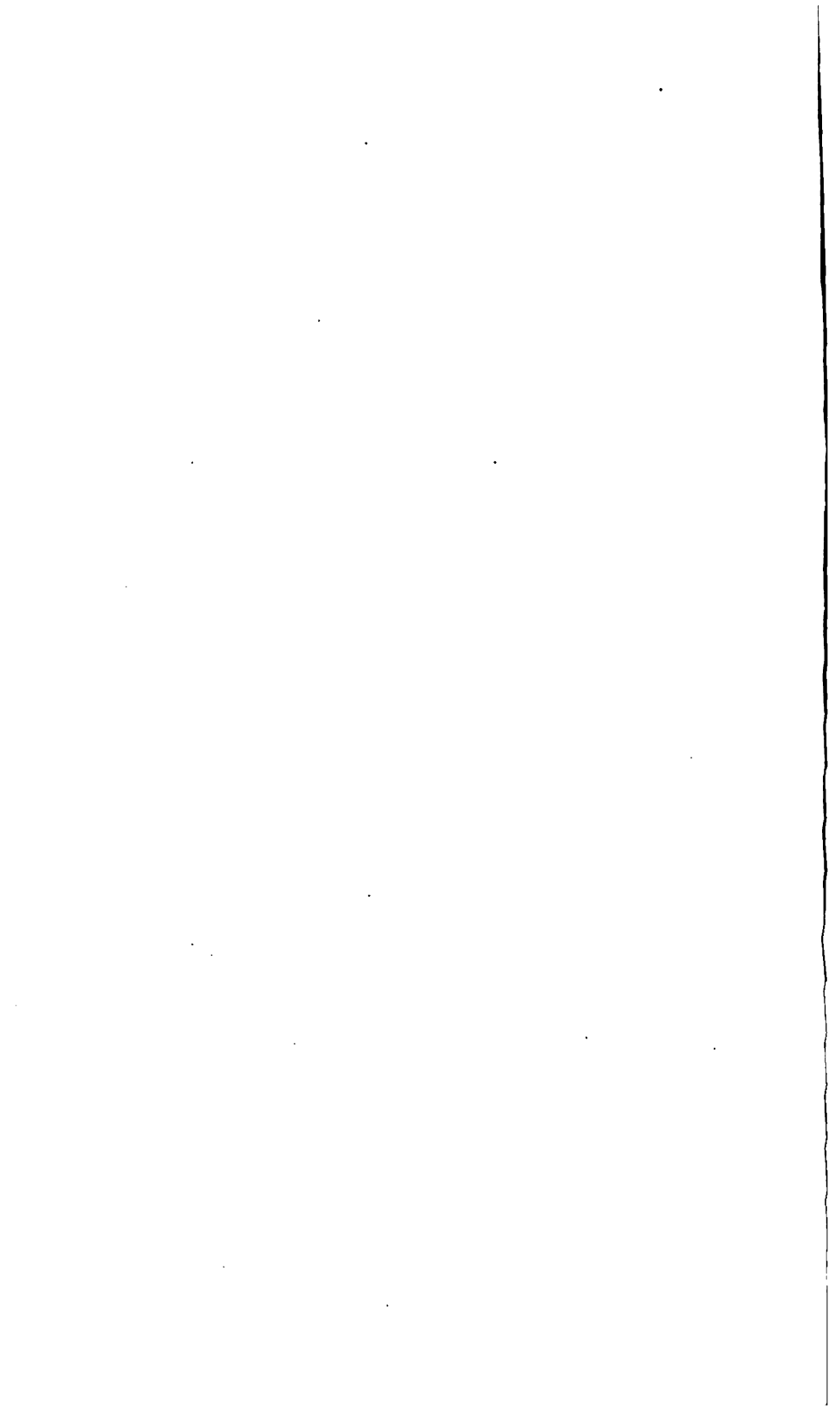


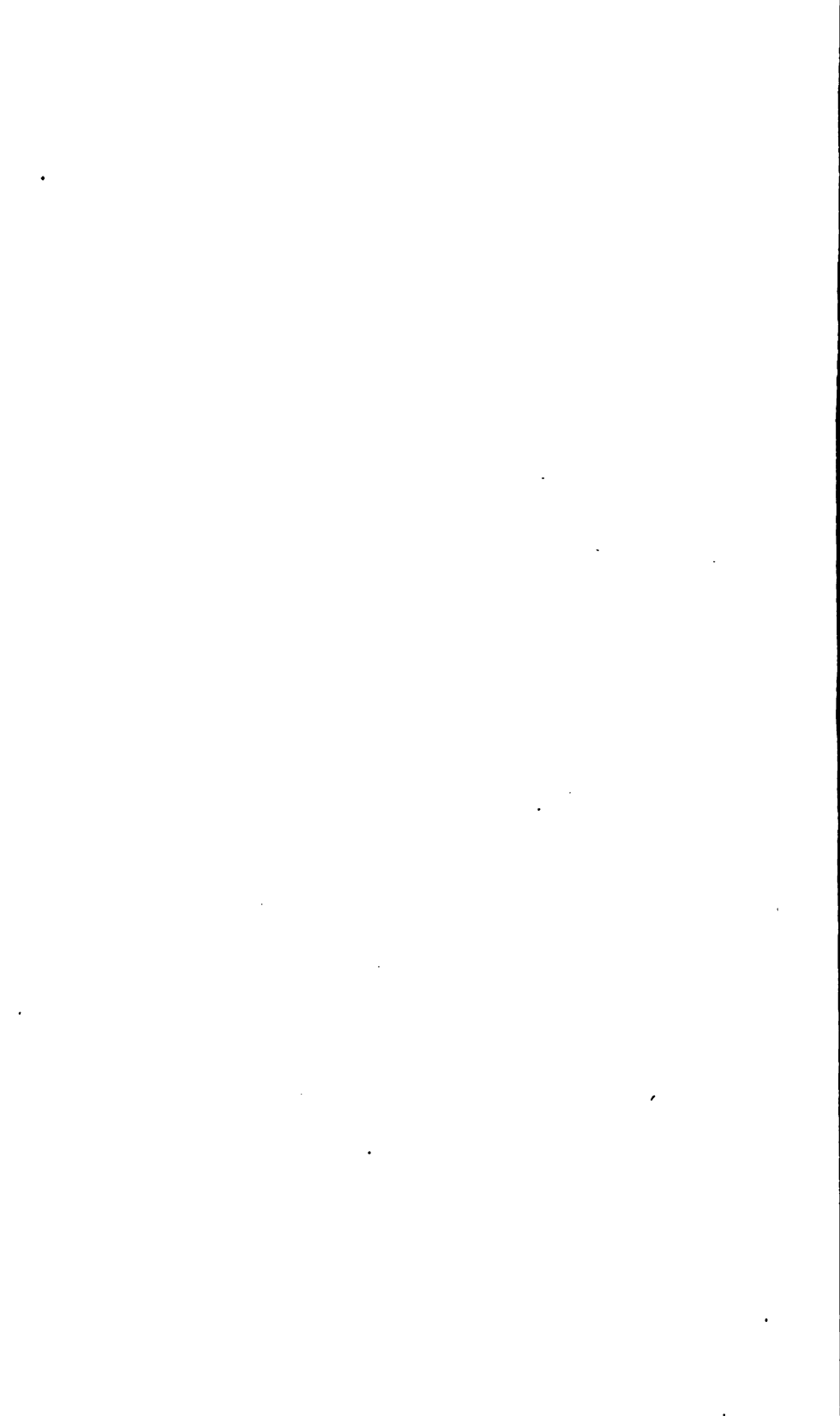




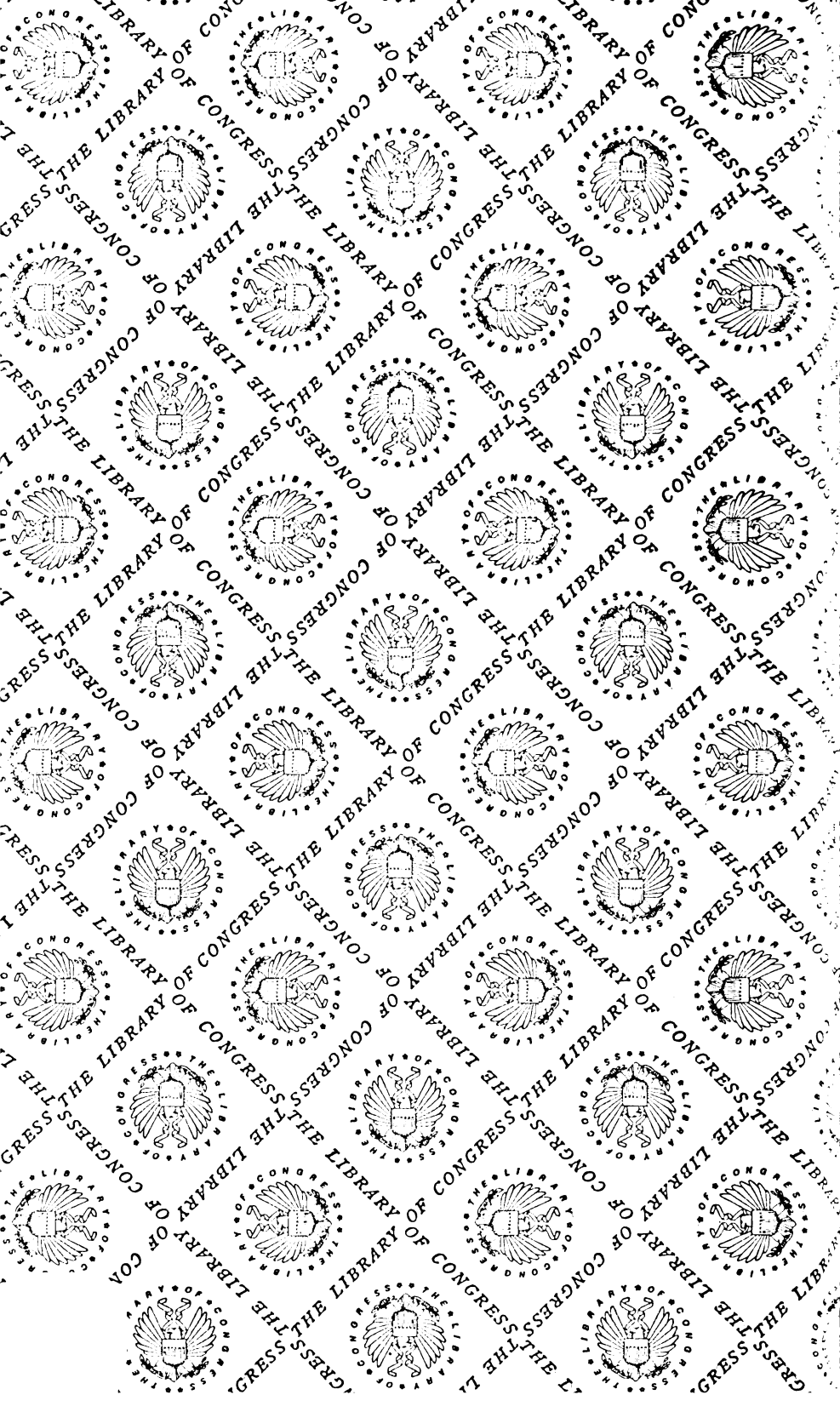


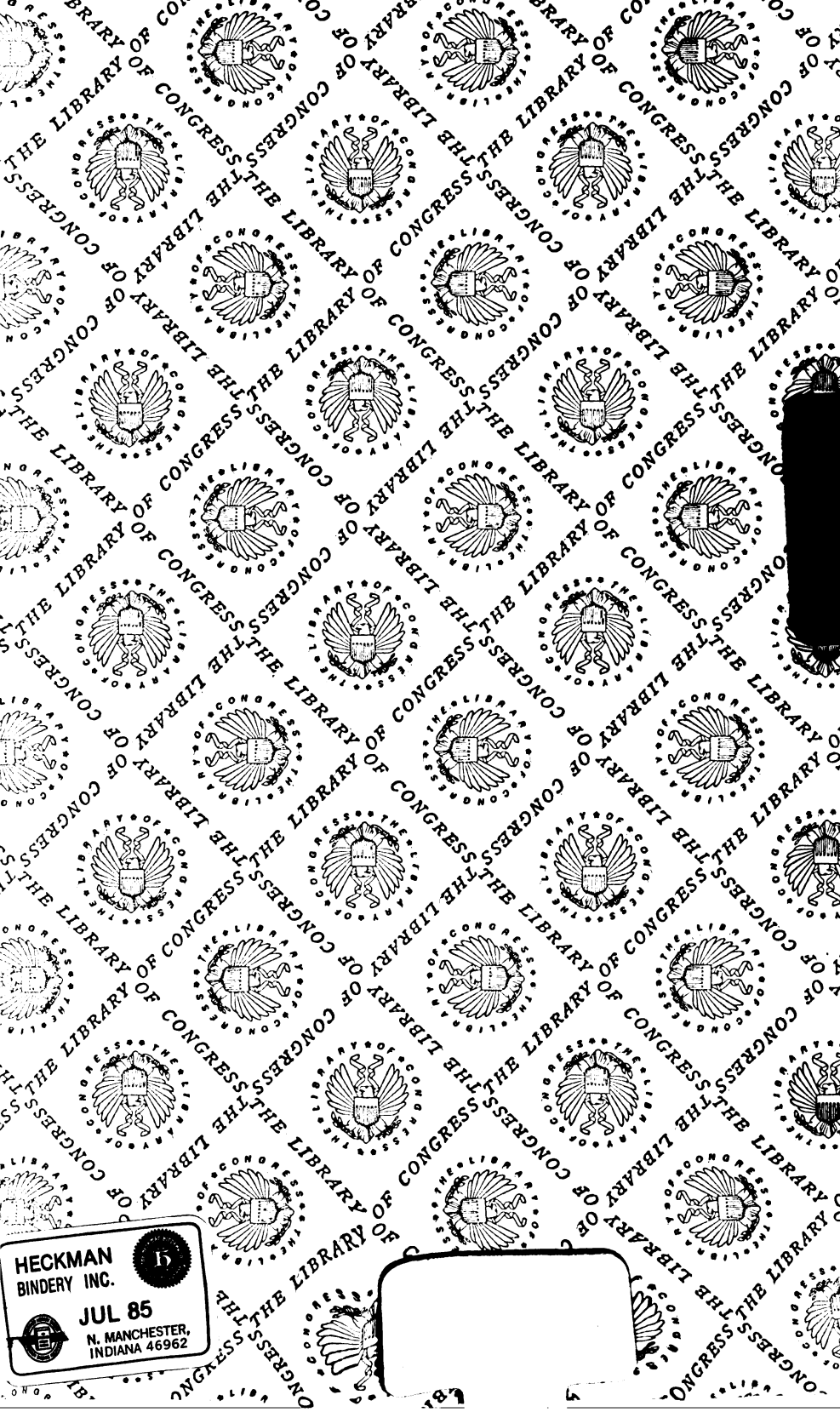




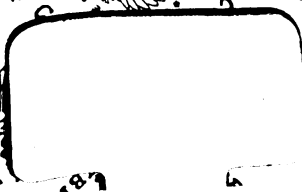


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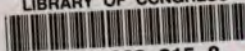




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